

# LEAA

Grants

and

Co

OFFICE



~~51-33/2: 67-28~~  
Item 717

Entry 572  
April 1968 - Page 51

POLICE SCIENCE DEGREE PROGRAMS

A Conference Report

r.352.2  
C74



PRESENTED BY  
U. S. GOVERNMENT

POLICE SCIENCE DEGREE PROGRAMS

Report of the Conference on  
Development of Degree Programs in Police Science, *Univ. of*  
*Maryland, 1967.*  
Sponsored by

Office of Law Enforcement Assistance  
U. S. Department of Justice

for

\Directors of OLEA Police Science Degree Development Projects

June 8-9, 1967

University of Maryland

*r 352.2*

*C 74*

*cap. 1*

U. S. SUPT. OF DOCS.

This conference was conducted under OLEA Technical Assistance Grant #67-28.

*Reference - Adult*  
CARNEGIE LIBRARY OF PITTSBURGH

Hand



## PREFACE

As part of its total assistance program to support improved training and education for law enforcement officers, the Office of Law Enforcement Assistance (OLEA) has established a special program of development grants to plan and initiate police science degree programs.

An important element in any OLEA assistance program is the exchange of ideas and experience among grantees. To provide an opportunity for such interchange among the Directors of Police Science Degree Development Projects, OLEA sponsored the Conference on Development of Degree Programs in Police Science. Meetings were held at the University of Maryland, College Park, Maryland, on June 8-9, 1967. Through lectures, participants were able to share the experience of knowledgeable people in the field of police education. In informal seminars, conferees explored methods of formulating and carrying out effective police science degree programs.

This report presents some of the key areas of program interest. Included is an address by Arthur F. Brandstatter, Director of Michigan State University's School of Police Administration and Public Safety, on the history of police education in the United States. The late Joseph D. Lohman, Dean of the School of Criminology of the University of California at Berkeley, spoke on the challenges facing colleges and universities in providing meaningful education for police.

ese discussions, attention was focused on curriculum development,  
lations between colleges and the police community, and the role  
d obligation of a police science degree program.

The information and suggestions contained in this report  
n provide a useful tool for those involved in police education.

Office of Law Enforcement Assistance  
U.S. Department of Justice

une 1968

## CONTENTS

	Page
Preface . . . . .	i
Conference Faculty . . . . .	iv
Address by The Honorable William R. Anderson, United States Representative, Sixth District, Tennessee . . . . .	1
Address by A. F. Brandstatter, Director, School of Police Administration and Public Safety, Michigan State University . .	9
Address by Joseph D. Lohman, Dean, School of Criminology, University of California at Berkeley . . . . .	21
Discussion Group #1: CURRICULUM DEVELOPMENT . . . . .	43
Discussion Group #2: THE LAW ENFORCEMENT COMMUNITY AND THE ACADEMIC COMMUNITY . . . . .	69
Discussion Group #3: THE ROLE AND OBLIGATIONS OF A POLICE SCIENCE DEGREE PROGRAM . . . . .	83
List of Conference Participants . . . . .	97
List of OLEA Special Grants for Development of Police Science Degree Programs . . . . .	105





CONFERENCE FACULTY

William R. Anderson, United States Representative, Sixth District,  
Tennessee

William Barnes, Chief, West Palm Beach Police Department, West Palm  
Beach, Florida

Robert Borkenstein, Chairman, Department of Police Administration,  
Indiana University, Bloomington, Indiana

Arthur F. Brandstatter, Director, School of Police Administration and  
Public Safety, Michigan State University, East Lansing, Michigan

Thompson S. Crockett, Chairman, Police Administration, St. Petersburg  
Junior College, St. Petersburg, Florida

Courtney A. Evans, Acting Director, Office of Law Enforcement Assistance,  
Washington, D.C.

Vernon L. Folley, Professor, Department of Police Science and Administration,  
Harrisburg Area Community College, Harrisburg, Pennsylvania

C. Robert Guthrie, Chairman, Department of Criminology, Long Beach State  
College, Long Beach, California

W. Bryce Hill, Coordinator, Department of Police Administration, Armstrong  
State College, Savannah, Georgia

Ray LeGrande, Assistant Professor, School of Police Administration and  
Public Safety, Michigan State University, East Lansing, Michigan

Joseph D. Lohman, Dean, School of Criminology, University of California,  
Berkeley, California

Jack A. Mark, Director, Police Science Program, Rutgers University, New  
Brunswick, New Jersey

George O'Connor, Director, Professional Standards Division, International  
Association of Chiefs of Police, Washington, D.C.

Donald Riddle, Dean of Faculty, John Jay College of Criminal Justice, City  
University of New York, New York, N.Y.

James D. Stinchcomb, Public Affairs Specialist, American Association of  
Junior Colleges, Washington, D.C.

Victor G. Strecher, Director, Law Enforcement Study Center, Social Science  
Institute, Washington University, St. Louis, Missouri

STAFF

CONFERENCE COORDINATOR: Mrs. Jane H. Yurow, OLEA Program Assistant  
Police Science Degree Programs

Mrs. Rosalind Levine, OLEA Program Assistant

by  
The Honorable William R. Anderson  
United States Representative,  
6th District, Tennessee

I am deeply honored to meet with this distinguished group and to participate in this important conference.

I am very glad to be here with Courtney Evans. I think he has done a great job as head of Law Enforcement Assistance under very difficult circumstances. Congress has starved him for money but he has done exceptionally well with what he has had. There are a growing number of us on the Hill who are doing our best to see that he gets more.

There needs to be a lot of new thinking about law enforcement in the United States -- there needs to be a lot of positive thinking -- and I commend each of you for the valuable, progressive contribution you are making in dealing with this problem.

The principal reason-for-being, the underlying justification for government of any type, at any time, is its function of protecting the life and property of the governed.

To maintain law and order on an international scale we rely heavily on our Armed Forces, numbering over 3 million, and funded by over \$60 billion a year.

We go to great ends to support our Armed Forces. We try to recruit the cream of American youth. We invest heavily in education and training. We provide the very best tools and fighting equipment obtainable.

training for which there can be no substitute. H.R. 6628 does not interfere with, compete with, nor contravene, the President's proposed War on Crime program -- it is designed to complement that program by providing the nationwide mechanism for the continuing supply of qualified manpower to operate that program.

Title I of the Law Enforcement Education Act would establish a student loan fund at numerous institutions of higher education -- including junior and community colleges -- to meet the needs of those pursuing two or four-year undergraduate degrees or certificates in police or correctional science. A maximum student loan under this program would be \$1,200 for one academic year, with selection of recipients determined by the individual institutions and based upon excellence of achievement and need, with special consideration given experienced law enforcement or corrections personnel on academic leave. Loans would bear a low-interest rate, be repayable over a ten-year period, and up to half of the debt would be cancelled for service in a public-funded law enforcement or correctional agency.

An estimated 18,000 to 36,000 student-academic years of study could be supported under this title.

Title II would establish 4,000 two-year scholarships for outstanding students formally declaring their intention to pursue careers in corrections or law enforcement. Stipends for such fellowships would amount to \$2,300 yearly, plus \$400 for each dependent of the student. In addition to the student stipend, the government would provide grants of up to \$2,500 per fellowship student per year to the institution providing him a new or improved program in police or correctional science. It is



the intent of this provision to create an inducement for colleges and universities to establish new or expanded programs in these fields. Competition for fellowship awards would be based upon evidence of excellence, with preference being given applicants who are law enforcement and corrections professionals on academic leave.

Title III would provide federal financial assistance up to \$300 per semester for the tuition and fees of in-service law enforcement and corrections personnel pursuing degrees, graduate or undergraduate, either full-time or part-time, in fields vital to the two functions. Any recipient of such educational benefits would have at least two years in service and would be obligated to continue in service with his agency for 18 months following completion of the last course for which such federal payments in his behalf were made.

Titles I and II are designed in part to attract high school graduates interested in police careers but not yet old enough to qualify for regular employment in law enforcement.

The yearly cost of the Law Enforcement Education Act would average \$25 million. This compares with yearly outlays of \$113 million to operate the four military academies -- over four times as much. One can also compare it with the \$23 million spent by the American Government in fiscal year 1966 to train and equip the South Vietnamese police force.

What do we hope to accomplish with this legislation?

First, we hope to stimulate the recruitment of capable, intelligent men and women into state and local law enforcement and correctional agencies by providing attractive, college level educational opportunities for those seeking careers in the relevant fields.

Second, we hope to stimulate an upgrading of educational levels of the country's experienced law enforcement and correctional agency personnel by providing educational opportunities designed for their career needs, at reasonable cost.

Third, we hope to stimulate the establishment or improvement of two and four-year undergraduate programs in the fields of law enforcement and corrections in universities, and junior, community, and four-year colleges throughout the Nation. Hopefully, also, the fruitful dialog between the law enforcement and academic communities now begun will grow in volume and content.

Fourth, we hope to demonstrate to the law enforcement and corrections professions that the Nation is intensely and sympathetically interested in the excellence of their capabilities and careers -- interested enough to help substantially.

Fifth, we hope to initiate a program promising in the readily foreseeable future to engender significant enhancement of the public image of the law enforcement and corrections professions and improvements in community-police communications.

While no hearings have yet been scheduled on H.R. 6628, support for the measure appears to be growing. Mayors of 24 of our larger cities have either endorsed or commented very favorably on it, as have numerous educators, police authorities, and professional organizations. Senators Fong and Ribicoff have introduced companion bills.

I believe the most significant movement in law enforcement today is toward the upgrading of the educational attainment of that profession.

We need to move aggressively. The purposes to which you address yourself in this conference are no less important than a meeting of the Joint Chiefs of Staff on Vietnam.

Good luck and Godspeed. The Nation will be the benefactor.





## HISTORY OF POLICE EDUCATION IN THE UNITED STATES

by  
A.F. Brandstatter, Director  
School of Police Administration  
and Public Safety  
Michigan State University  
East Lansing, Michigan

An historical account of the developments that have occurred in police education since the turn of the century and the men who gave leadership to these developments will give us new perspectives regarding the progress that has been achieved and will assist us to chart the future. As a matter of fact, it may be surprising to learn that the United States is recognized as the acknowledged leader in criminological studies and in the relatively short period of about fifty years has transcended the influence of European nations in this area of study. Currently, the nations of the free world turn to the U.S. for leadership in research that explores the phenomenon of crime.

The growth of this field of study has been spectacular, and Professor Radzinowicz of Cambridge University comments that perhaps the only parallel we can cite in the history of criminology is the emergence of the Italian School of Positivists in the last three decades of the 19th century.

The most significant developments that have occurred in police education in our country can be divided into three eras--the period before World War I, the period between the two world wars, and the period after World War II.

### Pre World War I

During this period, it is not surprising to find educational activities in the general area of criminal law and criminology developing around faculties of law, which is similar to what has occurred in Europe, where faculties of law generally studied the issues of crime and criminal justice procedures. However, other scientists were also involved and such topics as criminal

sociology, criminal anthropology, and criminalistics were offered under the auspices of law schools or institutes which drew upon the faculties of law, medicine, and the social sciences for instructional purposes.

Thus, we find that in June 1909 the first National Conference on Criminal Law and Criminology was convened in Chicago by the faculty of law at Northwestern University. This conference was significant for a number of reasons. Perhaps foremost is the fact that the Conference brought together selected educators and practitioners from every branch of the American criminal justice system.

The conference passed three resolutions which resulted in:

1. the establishment of the American Institute of Criminal Law and Criminology.
2. the founding and publication in 1910 of the Journal of the American Institute of Criminal Law and Criminology.
3. the translation into English some of the most important and significant books on criminology written by foreign scholars.

Nine volumes were published by the institute under the general title MODERN CRIMINAL SCIENCE SERIES:

Hans Gross, Criminal Psychology.

Bernaldo de Quiros, Modern Theories of Criminology.

Enrico Ferri, Criminal Sociology.

Raymond Saleilles, The Individualization of Punishment.

Caesare Lombroso, Crime, Its Causes and Remedies.

Gabriel Tarde, Penal Philosophy.

W.A. Bonger, Criminality and Economic Conditions.

Raffaele Garofalo, Criminology.

Gustav Aschoffenburg, Crime and Its Repression.

These books were used as references and texts in the early development of police courses at institutions of higher learning.

A few years prior to the conference at Northwestern University, a young man was elected town marshall of Berkeley, California. I refer to August Vollmer who was subsequently appointed as chief of police at Berkeley and continued in this capacity until his retirement in July 1932.

During his tenure at Berkeley and in the years that followed, Vollmer pursued, vigorously and relentlessly, the application of scientific methods to police work, the need for increased training for police officers, and the provision for pre-employment training comparable in quality to that provided for lawyers, doctors and the other professions.

He established a police training school in the Berkeley Police Department, with most of the instruction being provided by his friends from the University of California faculty.

At the same time (1916), he prevailed upon these friends to offer courses in police subjects and criminology during summer sessions at the university. This program continued until 1932, when the program was extended and similar courses were offered during the regular school year. He encouraged his officers to attend these courses and they were immediately called "college cops" by the press.

The period before World War I was essentially one when Vollmer was endowing his spirit and enthusiasm for scientific police work and police education to his young proteges.

#### Period between World Wars

During the period between World War I and World War II, August Vollmer continued his efforts and was the principal person who influenced an increasing

number of institutions of higher learning to direct their attention to the training and educational needs of law enforcement.

Many significant training programs developed at universities during this period and served to bring the police official and the university educator together.

1. In 1929, the University of Chicago entered the field of police education by offering a few police courses. August Vollmer had been employed as a Professor of Police Administration in the political science department and taught a course in Police Administration and Police Procedure. He also offered a seminar devoted to research projects each quarter. The primary objective of this program was to give college students exposure to police administration subjects. This program was discontinued in 1930, when Vollmer returned to Berkeley where he accepted a professorship in police administration at the University of California. Within a year, he was offering a course in police administration in the Bureau of Public Administration. This was the beginning of the program which ultimately developed into the School of Criminology under the distinguished leadership of Mr. Vollmer and O. W. Wilson, the latter being appointed the first dean of this program.

2. Between 1929 and 1931, the University of Southern California offered police courses, both in-service and for credit, through its School of Citizenship and Public Administration.

3. In 1930, San Jose State College established its two-year curriculum plan and ultimately expanded it into a four-year degree-granting program. The 1932-33 brochure of the San Jose



program has this announcement addressed to police officials:

TO POLICE OFFICIALS:

"If you have local applicants for positions on your force in whom you are especially interested, you will find their value to you materially increased by a two year course at San Jose. Just tell the young man that the day is fast approaching when college training will be required of every policeman.

The cost is negligible. San Jose is a public institution. Student fees amount to \$9.00 a quarter, and the cost of books and supplies is small. It is cheaper to train young men here than in your own department."

4. In 1935, Michigan State University inaugurated a five-year curriculum plan designed to prepare students for careers in the police service. Significant at Michigan State was the total commitment immediately to academic preparation of young people for police careers. Until this program was introduced there were no police training courses offered in any form. Another significant feature of the program was the requirement of 18 months of field experience with Federal, state, and local law enforcement agencies. The influence of the land grant philosophy is reflected by the field service training feature which was conducted at that time under the direct supervision of the Michigan State Police.

Similar to the other programs, there was an emphasis on the natural sciences. Michigan State's curriculum was heavily weighted with the laboratory sciences requiring at least two years of study in chemistry, physics, and mathematics. Little administration or organizational

theory was taught. Students were paid \$1 a day during the field experience and were permitted to reside in the state police barracks. Upon graduation, students who joined the state police were employed at the salary level of an officer beginning his third year of service.

These were attractive and very practical incentives for students to consider in the depression days of the thirties.

The current program reflects many changes; the several major changes include:

1. A transition from an emphasis on the natural sciences to the development of a program with a liberal arts foundation.
2. Expansion of major fields of study from one to three:

- Law Enforcement Administration
- Security Administration
- Correctional Administration

The law enforcement administration curriculum continues to be regarded as our most important area of study. It has three subareas of study, namely:

- Police Science
- Highway Traffic Administration
- Delinquency Prevention and Control

3. Reduction from five years to a four-year program of study.
4. The field program has been reduced gradually from a requirement of 18 months to one quarter (a ten-week period) and will become optional for the student next year (Fall 1967).
5. A Master of Science degree program was established in 1956.
6. A Ph.D. in Social Science with an option in Criminology or Criminal Justice is under consideration for the immediate future as an interdisciplinary offering.

Before I proceed to the post World War II period, three universities should be mentioned because of their support of police training.

The University of Wisconsin developed a series of zone schools in 1927 and offered in-service courses for police officers through its extension division. These were discontinued in 1931.

Northwestern University made a significant contribution through its Traffic Institute and also offered courses in connection with the work of its Scientific Crime Detection Laboratory. The quality of the Traffic Institute's Training Program developed under Frank Kreml's leadership is well known and continues to this day.

Harvard University, under the auspices of its Law School, has offered a seminar for a number of years on "Medico-Legal Problems." Courses dealing with police subjects, such as Homicide Investigations, were included in these seminars.

These Universities have always been among the most prestigious institutions in the nation. Because of their stature, they gave prestige and status to police education and training in its developmental stages.

#### Post World War II

One additional program must be mentioned as I make the transition to the period following World War II.

Indiana University must be considered among the institutions that pioneered in police education, although the Department of Police Administration was not established as an autonomous unit until 1949.

Nevertheless, Indiana University offered a four-year course for about 13 years prior to this time leading to a Bachelor of Arts degree with a certificate in Police Science. Dr. Edwin Sutherland, noted criminologist, was active

in this program, as well as the Institute of Criminal Law and Criminology which was established in 1935 on the Indiana Campus.

Significant to all these universities that were blazing new trails was the fact that in every instance the enlightened and visionary practitioner of his day was instrumental in motivating these institutions to be concerned with police education. Vollmer heads the list, but others included George Brereton, Don Kooker, Frank Kreml, William Wiltberger, V.A. Leonard, Oscar Olander, and O.W. Wilson.

In the Mid-twentieth Century as we approach the year 2000, we stand on the threshold of another thrust forward. The number of police education programs that have developed in the past two decades is simply incredible.

I should like to mention one of these programs because it is different from the others.

In 1954, the City College of New York established a Police Science Program under the joint sponsorship of the Bernard Baruch School of Business and Public Administration and the New York City Police Department. It was primarily a two-year program offering an associate degree in Applied Science in Police Science with an immediate option for students who wished to study for the baccalaureate degree. A graduate program leading to the Master of Public Administration with a major in Police Science was offered shortly after the undergraduate program was introduced.

This program was unique because it limited enrollment to those engaged in law enforcement work and was jointly administered by the college and the police department. The commanding officer of the police academy was designated an assistant dean of the college and a Joint Committee on Curriculum and Personnel was established with three members each from the police department and the Baruch School on the committee.

The John Jay College of Criminal Justice developed from this program.

It is the fifth senior college of the New York City University system with its own faculty drawn from the police department and the academic community. Although the college still serves the New York City Police Department primarily, the admission policy has been liberalized and a limited number of general students are admitted to the program.

#### JUNIOR COLLEGES

Recently the development of new junior college programs has been accelerated--this is also true of police programs among the junior colleges. These institutions are playing a major role in meeting the educational needs of the police service and of our society. An official in the U.S. Education Office considers them to be "one of the brightest hopes in higher education" for the nation.

The community college can serve as a significant training ground for skilled workers, sub-professionals, and technicians of all kinds.

Enrollment in junior colleges is keeping pace with their development. Vast amounts of money are being expended by Federal, state, and local government to continue their expansion. Thus, many educators are urging a new minimum of fourteen years of free education. This recommendation has implications for educational standards for police recruitment.

According to the new "Directory of Police Science Programs" to be published, soon, by the International Association of Chiefs of Police, there are 133 colleges offering the associate degrees in police education.

The previous directory listed 100 programs in 1965; thus, there has been an increase of 33-1/3% in the number of programs in this short time.

Currently, 31 universities offer the baccalaureate degree, making a total of 164 institutions of higher learning involved in formal law enforcement education.

Junior College geographical distribution:

California - 61	Florida - 10
Michigan - 9	New York - 8

Any field of study that has developed as rapidly as police education is likely to encounter serious problems. These problems are not unlike those experienced in other disciplines.

We should be alert to the conditions which can adversely affect the teaching program and the quality of instruction. Some of these are:

1. The attempts by small colleges to imitate the university in the scope and number of its course offerings.
2. A proliferation of courses.
3. Inadequate staff resources to support extensive specialization.
4. Heavy teaching loads that can develop in academic departments (PLS study-18 hours a week - not uncommon. Some have as many as 21-25 hours.)
5. The number of different preparations for instructors. (Political Science study - one man taught 20 different courses, five each semester over a four-semester cycle.)
6. The educational preparation of those selected to teach courses. Is it adequate and compatible with the subject matter assigned?
7. In terms of organizational arrangements, the assignment of police education as a subordinate unit of study in another major teaching program.

8. Adequacy of library acquisitions. (How many volumes should an undergraduate library contain in order to meet the minimal needs of the teacher in police education?)

In summary, organizational arrangements, teaching or duty loads, educational preparation, scope of offerings, scholarly association, and the adequacy of library materials are important factors to be considered in developing a quality educational program.

If police education is to achieve the stature it seeks in the academic community, it must be considered as a part of the criminal justice process which has its own area of human experience to analyze, its own body of factual and descriptive data to gather, its own conceptual ideas to formulate and test.

Our challenge is to develop police education within this context.





THE POLICE AND HIGHER EDUCATION:  
THE CURRENT CHALLENGE TO THE COLLEGES

by  
Joseph D. Lohman, Dean  
School of Criminology  
University of California  
Berkeley, California

In order that the police officer can function in a role that lies beyond the layman and outside the area of his personal prejudices, it is necessary to develop in him a real sense of professionalism. Just as in medicine, law, and the teaching professions, his is a high "calling." It is not merely another occupation, distinguished only by a uniform and the size of the wage or salary. Policing is increasingly recognized as requiring a high degree of technical knowledge and skill. This, however, is only one mark of a profession. There is the distinguishing emphasis upon public duty and service to the community. The time has long passed in enlightened police circles when a man became an officer of the law by merely donning a uniform and flashing a star. Education, training, and dedication are the cornerstones of modern police science. The police officer must become increasingly aware of the role he plays as a symbol of society's authority -- aware that only by examining the relation of his personal sentiments and feelings to his public duties can he achieve true impartiality and neutrality. This is an educational problem in its own right, and it is equal in importance to the acquisition of new information as to the technicalities of crime detection.

The average citizen's respect for the authority of society is dependent upon the degree to which that authority is impartially exercised. This is especially true of the members of the minority groups, who may have little reason to respect law if it is apparent that they do not re-

impartial enforcement of the law builds necessary respect for the authority of society. Only by commanding such respect can a police officer begin to cope successfully with the various conflicts which may arise between social groups.

As William James observed over a generation ago, there are substantially two orders of knowledge. There is the formal knowledge about persons and things and there is that equally important knowledge which arises through acquaintance with persons and things. It is a unique condition of crime and criminal justice that much of so-called police science is a reflection of these two orders of knowledge. A considerable portion of police science is a product of experience of police officers in attempting to control crime. This kind of knowledge, while no longer completely adequate, still remains essential. Correspondingly, if colleges and universities are to have impact upon the police there must be a change in colleges and universities as well as in the police. A first condition for changing the police through education will be changing the colleges and universities, else there may be an absence of relevant and effective knowledge and little or no communication.

Colleges which presume to offer instruction for the police must have an acquaintance with the police function as well as formal knowledge about it. On the other hand, this is not necessarily reflected in many of the traditional subject matters of the so-called police science curriculums. What police need is not so much courses in the details of police administration as the fundamentals of public administration illustrated by case material from the police world. The colleges and universities in their programs of behavioral and physical science have in their possession the subject matters which the police require. It is not new and

special courses which are uniquely distinguished from the Liberal Arts tradition which the police require, but these same materials sensitively communicated and illustrated to illuminate the real problems which confront the police. The college need is for instructors competent in the humanities and the behavioral and the physical sciences who can, in this course work, make constructive application of the concepts and generalizations of their knowledge to the world of crime, and criminal justice.

There is much to-do these days about the alienation and estrangement of young and old, the poor and the affluent, the minority groups and the Establishment. With respect to law enforcement, our society exhibits a spectacle of increasing polarization - the courts and the police - the suburbs and the inner city - the hippies and the "fuzz." On every side the critical question has become, "Whose side are you on?" I should like to dwell for a few moments on the notions of estrangement and alienation as a general condition of the community and its implications for the police. I think it might be properly suggested that even as we speak of persons as being estranged and alienated from the conventions and norms of society and from its institutions, we are everywhere being confronted by a crisis of our traditional institutions. What has been referred to as a declining respect for law and order may indeed be a crisis of the institutions of law and order themselves. One might appropriately refer to the traditional services as alienated and estranged from people rather than the reverse. To put this another way, along with the revolt of the Negro and the revolt of youth, there is a whole series of more specific revolts which are being expressed almost daily, not to speak of seasonal confrontation (the long hot summer).

In view of the current chronic confrontations between the law and the practices which have been generated in great sections of the population

of our cities, it is instructive to recall an observation made, over 25 years ago, shortly after the repeal of the Prohibition Amendment, by a leading American criminologist.

American culture does not demand or approve obedience to all laws...The slogan 'obey the laws' is never meant to be taken without qualification. It is but a slight exaggeration to say that most conservative people believe that other people should obey most of the most important laws most of the time...The implied injunction - 'break no laws' - is not obeyed even by the most meticulously moral.<sup>1</sup>

In a textbook for new police recruits, anticipating the rebuffs they will encounter, three leading police scholars with long experience in police affairs had this to say in confirmation of that commentary:

Those who enter the service may expect to find that his very finest efforts for the community will often be misunderstood, resented and sometimes bitterly opposed by otherwise good citizens simply because they themselves are inconvenienced. And too there exist in almost every community, a certain number of citizens who resent authority in any form, delight in community disturbances and do all they can to obstruct the conduct of police business. Those who enter the service may expect to find, in many situations, exhaustive testing of their patience, stability and objectivity.<sup>2</sup>

Lack of respect for law is very often assumed to be evidence of a willful disregard for legitimate authority and evidence of personal defect and/or shortcoming. We have much to learn about the mysteries by which societies generate an abnormal response within their own circle. But this has become increasingly apparent. It is the social structure itself which contributes to such behavior. Indeed, it is the self-same social structure expressing its force and influence in an ambivalent

---

1 Donald R. Taft, *Criminology*, 1942, p. 234.

2 A. C. Germann, F. D. Day, and R. J. Gallati, An Introduction to Law Enforcement, 1962.

manner which produces on one hand the conforming individual, the person respectful of the social codes, and on the other, the deviant and law-breaker who are disrespectful of the law. It may well be that what we observe as "disrespect for law" is a normal reaction of normal people to an abnormal condition.

We are here assembled in this conference with a common interest in the problems of law and its enforcement, in the maintenance of the peace, and security of the community. However, what may be regarded as a contribution to the solution of our problems in one quarter may, by the very nature of the case, be regarded as a negative one in another. It is not the mere fact of common language and a common statement of purpose which insures agreement. In fact, language is often deceptive and even obstructive. Much that we do as social beings must be lived and dealt with in some kind of shorthand communication. We invent terms or phrases and attach to these words some vague notion - of social well-being, the public good, the maintenance of the peace, respect for law. Unfortunately, because we have had reference to some words which we use in common, we assume the problem has been solved, that we are in agreement.

Centuries ago, the Greek philosopher Socrates saw the danger of our going overboard with a common language as a ready and simple solution of our problems, when he said: "He who first gave names and gave them according to his conception of the things which they signified, if his conception was erroneous, shall we not be deceived by him?"

We must not find ourselves in the condition of the lion hunter who, when confronted by the king of beasts, found that his knees shook, his hands trembled, and his gun jammed and so did the only thing he could do under the circumstances; he closed his eyes, dropped to his knees, and

lifted his voice in prayer. He prayed to the all-powerful Lord above to deliver him, to save him from this awful fate. For a time all was quiet and nothing seemed to be happening; perhaps his prayers were being answered. So he cocked open one eye and looked out and there was the lion, strangely enough, also in a posture of prayer. So he threw his hands up to the heavens above and shouted, "Hallelujah, Hallelujah, praise be the ever-living all-powerful God, we are both praying to Him! Obviously we can talk this thing over." And the lion responded, as sometimes lions do, "Yes, I'm praying. I'm saying Grace. What are you doing?"

Many of the problems which are confronting us today have a meaning and significance which are quite different from what we have traditionally ascribed to them or to the situations they represent. For example, there is much said these days about the estrangement of the young and the old; we speak of young people being "alienated" and estranged from the adult community. We refer to persons frequently as members of groups which do not identify with the general community, who live to themselves in some separate place according to their own standards. We see them at odds with the norms and values, with the law, of the society. Likewise, we have had reason to experience a polarity of the police and the courts, of the police and minority groups, of the police and the youthful community.

I would like to suggest that this estrangement, this condition of alienation, of polarity of the police and great sections of the public, can be regarded in a quite different way. It will profit us to apply to many of our institutions of criminal justice the notions which we are applying to individuals in their relation to those institutions. I think

it might be properly suggested that even as we speak of persons as being estranged and alienated from the conventions and norms of society and from its institutions, we may be confronted in the current day by a crisis of these same institutions. For it can be seen that the institutions are not necessarily as one with the changing social scene. They do not reflect in themselves the trends, and so there are, indeed, stresses in education. There are stresses in welfare. There are stresses in law enforcement. It is these crises and the dilemma of our traditional services which need to be made explicit.

The dialogue of the day is directing attention to this need for a critical examination of the institutionalized means by which we view and address our problems, and therefore what we have referred to somewhat romantically as organizational change is something even more deep-seated and far-reaching. Our social organizations and institutions are not things external to us -- they are the way in which we see our problems, work at our tasks, and address the world. This is why it becomes so important, in educating individuals for new tasks and with new techniques, that we train them in context. We must make it possible for them to act according to their new insights and their new directives and possibilities. If we do not do this, it may well be the ancient tale of love's labor lost, for we will otherwise be more likely to produce cynics such as the all-too-many who have come to us out of our educational institutions in the past. Too often our students tell us, "It's all very good, attractive, and inspiring to be involved in discussions of the ivory tower ideals of the college and university but that isn't how it works in the structures, the operating police systems, of the outside world. This is not the way it happens."

Let me be very specific with reference to delinquency and crime. Our view of the problem is to a large extent the condition of police work and the way it addresses the problem. An informed authority had these things to say a short time ago before a Congressional committee considering the so-called crisis in manpower in the field of criminal justice. He observed: "First, crime and delinquency rates throughout the country are increasing faster than the population. Second, we are spending great sums of money on old procedures which appear to be poorly adapted to our changing society. With increasing industrialization of our production processes, our population is becoming more and more concentrated in great metropolitan contexts, thus creating social and economic conditions which make the management of the crime and delinquency problem increasingly difficult. Many thousands of young people in their middle teens are being badly damaged by criminal activity and the way in which it is being addressed. The problem of meeting the educational needs of thousands of youth who drop out of school before they have reached their achievement potential has become one of the great challenges of our time. Our correctional schools and prisons are crowded to the breaking point. Local probation services for offenders not institutionalized are scandalously undermanned. Our institutions of higher learning, while literally bulging with students, are producing a woefully inadequate supply of professional workers trained and motivated to carry out the law enforcement and correctional mission. The entire establishment for dealing with the prevention, control and correction of offenders against the law must be re-examined in the light of new knowledge and the demands of the changing society we live in today."

If we are in search of a point of view and an agenda in the education



of law enforcement and correctional personnel, the re-examination which he bespeaks is a challenge to all the centers of research and education, to all of us in colleges and institutions of higher learning generally, with reference to the production, on the basis of our developing knowledge, of a point of view, procedures, and methods which are more relevant to our task than those which are currently in practice.

Let me enlarge his remarks by some of my own. There are a number of what I call myths to which we are subscribing in the education, recruitment, and deployment of the personnel of our system of criminal justice, and in the tasks to which we assign them. We are subscribing to myths which are like the air we breathe to most of the population of the United States. We who are in education, by the way in which we may unwittingly serve these myths, are party to them. There is first the myth that we are dealing with crime under the conditions of our most advanced knowledge. Too many of us are smug in the belief that in individual programs we are experimenting with new methods of criminal investigation and new correctional means such as half-way houses or group therapies. Here and there police and correctional authorities borrow from neighboring colleges and universities an occasional experimental design. The fact of the matter is that when one looks at law enforcement in the United States or the correctional system of the United States, the most one can say for it is that it is a massive program of law enforcement and correctional housekeeping. For all practical purposes we are only selectively addressing and warehousing the problem. It does us no good to equate our modest gestures of experimentation and research with the system as a whole. Our innovation does not add up to very much more than the warehousing function. It is disturbing to learn that the result of these modest gestures is to masquerade the system. The real character

of our law enforcement and correctional systems is brought on by sheer numbers, with no corresponding expansion of facilities in relation to the enormous increase in crime and with our failure to receive commitments from the community to keep abreast of it. What we are doing is to struggle desperately to keep our ancient and failing institutions in some sense abreast of crime while we make limited gestures in the direction of a few innovations and experiments. We must break the log jam. It will not be an easy thing to do. However, unless what we have to offer has the potential for, in the long run, really recasting this warehousing function, our efforts will be futile.

The second myth I would call to your attention is a myth to which we all subscribe and yet on reflection know to be untrue: the myth that the criminal and the delinquent are treated in singular perspective in American society. I'm not speaking here about the different views among the laity. I refer to the antithetical views of the crime problem entertained by the professionals within their own circle, among the crime preventers, the crime catchers, the crime disposers, the crime keepers, and the crime treaters. I've used the laymen's reference for what we have professional terms. We are all familiar with the current hostility between the philosophy of the detached gang workers and the police. In one city a probation department, experimenting with guided group interaction, finds that its program does not please the police department, and the police department mounts a public attack on the program, even challenging the probation department to prove it is not a "crime producer."

The crime catchers are concerned with apprehending the offender; that is their function and responsibility, but their view of the offender

is more largely a function of their mission and their tasks than a reflection of a common fund of knowledge or generalizations derived from the behavioral sciences. The crime preventers and the crime catchers, each of them notwithstanding the fact that they are in some measure exposed to pre-service education, even collegiate in character, do not come to their tasks with a common commitment, with reference to the nature of crime and the offender, to guard against the views which they may develop as a result of the roles which they are called upon to play. These problems must be anticipated if they are to be dealt with, but we have not faced up to them in the substance and content of education so as effectively to offset the consequence of the functional division of labor within the system of criminal justice.

Among the crime disposers, we are all familiar with the ambivalent philosophies that are reflected in sentencing practice and which are the dilemma of every judge. It is, to be sure, not so much a fault of the judge as of the confusion and ambivalence of the society reflected in the law itself. The statutes at one and the same time call upon the judge to offer deterrence, retribution, rehabilitation and incapacitation, all in the self-same sentence. The judge attempts to reconcile these often conflicting purposes by individualizing the sentence, and the result is an unevenness of sentences reflecting an uneven consideration of cases. Our problem is more complicated than meets the eye. It is not alone that the sentences of judges are unequal but that they arrive at their sentences by measures which are unequal. There is not a similar treatment and consideration in every case of the conditions which serve such notions as deterrence, rehabilitation, retribution, and incapacitation, and the personal discretion of the judge turns out to be a host of ill-defined and inexplicit variables, hidden by the fact of his

discretionary power. Our task is to find ways and means by which we can put at the instance of the judge, on tap if you please, not in place of the judge, the fruits of the behavioral sciences so that the sentences he imposes can actually afford us a condition for building upon sentences a relevant system of police and correctional practice. We must find the ways and means for establishing the necessary precondition to relevant kinds of action in the situations confronting us, rather than trying to do anything and everything with the people who come to us in any way and under every condition.

Recently I attended a sentencing conference of a group of judges, some 50 in number, and we undertook with their permission an experiment. We presented 25 cases in which the facts were stated and they were told to confine themselves to these facts in rendering a sentence that represented a violation of law with these particular considerations in mind. They were not troubled by the appearance of the offender which all conceded could make a great deal of difference in their decisions. Hence this variable was held constant. If one tried to produce a result more desperate, it would have been difficult. In this instance, on the basis of identical facts, the same for every judge, their sentences were extremely different. What was it that they brought to bear? An unevenness in the approach to the question which then was reflected in sentences which were suspect because they were considered so differently. These are the kinds of matters which invite our attention. They afford an opportunity for focus, for targeting in terms of education and training, for making available personnel with techniques and instrumental skills to be put on tap. We must direct our energies to the development of experimental methods, models, and designs in terms of which such problems can be addressed.

The correctional system stands divided between custody and treatment. The crime keepers are on the one hand the professional custodians; the crime treaters are the professional therapists. How often do the treatment personnel complain of their problems with custody? As often as not, psychiatrists and other professionals shun correctional work. They tell us that they feel like the inmates themselves at the hands of custody; psychiatrists ad nauseum have said they don't like to work in penitentiaries because they don't like to be inmates along with the inmates. When I was Chairman of the Illinois Parole Board, I found that the psychiatrists and sociologists all had offices in back of the prison along with the inmates, not because they wanted to be close to the inmates, but because the warden had no place for them up front. As a matter of fact, they were more suspect than the inmates. They were shaken down regularly when going in and out of the institution. Our approach to this problem has been fundamentally in error. The current formula is to sensitize custody people to treatment and sensitize treatment people to custody. I do not think we will resolve the issue this way, for we only pose the continuing polarity of these groups under these circumstances. The answer, it seems to me, is a critical approach to the problem by way of job analysis, job breakdown, and a coordinate educational function. We in corrections must break down the tasks and put them back together so there is no dichotomy of custody and treatment. We must through the content of education establish a true and genuine differentiation of function within institutions so that all members of law enforcement and of the correctional apparatus are seen as fostering a common purpose and a common objective. They are not posed each against the other. This will require innovation, imagination, invention in the sense of analyzing and putting things together in new ways. If we can entertain that idea, we can borrow from what industry

has done in terms of job analysis. That kind of approach would examine the appropriateness and validity of the division of labor in the correctional and law enforcement systems as they presently exist and as they might be rationally reconstituted. The arbitrary division between the juvenile officer and those who patrol the rest of the city is done in the face of the fact that most of the serious crime is committed now, according to the records of the police, by persons 18 years of age and under. Over 60 percent of Part I crimes are committed by persons 18 and under. Most of them will have confrontations with police -- not juvenile officers -- and yet for the most part our approach is in terms of sensitizing the police to providing a specialized function within the police, namely the juvenile department. So we have the crime treaters, the crime keepers, the crime disposers, the crime catchers, the crime preventers, and one cannot in good conscience say that they view the criminal the same way. Each has its own operational theory of crime. The implications for the education of the police should be clear. Without resort to the common body of knowledge available through liberal education, through the behavioral sciences, the humanities, the physical sciences, there can be no common frame of reference for the application of the training and skills we so uniformly prize as a condition of professional conduct.

There is still another myth which, while diminishing, still looms large and remains a challenge to education and to training. In the past decade behavioral science has increasingly emphasized latent functions of our systems in criminal justice. The police, corrections, and courts may indeed, in unintended ways, generate or reinforce the very tendencies which they are set up to repress. Our task becomes one of addressing this problem explicitly, of making these agencies aware of the fact and concerned about processes inside their structures that produce a product

very like the one which they originally received and which it is assumed because of their declared purpose will become different. The agents of criminal justice (the police and all the others) must be provided with the understanding that even as there may be generated through material deprivation norms and views which are hostile to the community, there may also arise situations in which individuals experience psychological deprivation so that they are driven to hostile values and notions by the very correctional institutions which have been designed to breed respect for the law. In investigation, in arrest, while in custody, men may be driven to means and practices which are in themselves evasions of the law. There are rule-breaking tendencies and dispositions which can and often develop within the cover of the rule-making and enforcing institution themselves. Although what I suggest is, perhaps, well-known to you, it is not well-known, not a condition of operation, not a condition of understanding of the institutionalized agencies and services of the land in law enforcement, corrections, judiciary prosecution and defense. Lawyers, judges, police may be concerned about the consequences for an individual and be concerned about being humane and in some way to relate on a one-to-one basis but they do not generalize this into systems. We all need to know the sense in which these agencies operate as systems so that the police, the courts, and correctional authorities can develop strategies to cope with the problems generated by these social systems.

There is the myth of the local community and here I believe some real soul-searching is in order. In recent years we have become increasingly pessimistic of those efforts directed toward dealing with crime at points remote from the local community. We are turning from the state back to the local community in order to deal with crime and delinquency, realistically, in community terms. But if in a spirit of political expedience we

accept the definition of the local community which reflects the mythology of citizenry as to the nature of the local community, we will only contribute to the perpetuation of a self-defeating myth. The metropolitan community is the new local community. It is the new community context in which crime is generated and to which it returns. It is the case "par excellence" of crime and the community. It is the great city and, although we must see corrections and law enforcement in a community context, we must at the same time recognize that the dimensions of the community have changed and it is no longer the New England village which we can pose as the model for a communal approach to the problem. Crime is the lengthened shadow of the community, but the current community is metropolitan in character and our approach must be through agencies and institutions which are congruent with the new metropolitan community.

Still another myth is the belief that the single most important variable affecting the kind and amount of crime is the police function. This mythology rests upon the persistence among us of doctrinaire views concerning deterrence. Deep within our legal structure rests the notion that sanctions effectively administered are all that is needed to deter the evil doer. Suspect as this notion may be among students of criminal responsibility, it is not suspect in the American community. It is not suspect among the agencies of criminal justice. It is not suspect among the mass media. We must come to grips in empirical terms with the notion of deterrence and the myths which have blossomed from its uncritical and unqualified acceptance as legal doctrine. We must report and develop empirical studies to make clear the limits of deterrence and its conditions in metropolitan-mass society, as contrasted with its influence in a face-to-face social world. Studies and a dialogue of these kinds are wanting. The implications of these remarks for research education and training



should be apparent. However, I should like to be more specific. I want to list a few points which would follow from what I have said. If we look at the American law enforcement and correctional systems as a challenge, we cannot fail to note that fully one-third of the persons in policing and corrections who are presently paid agents of the community in discharging a professional and/or occupational task are without any education or training relevant to law enforcement or corrections. This is a conservative statement. This should be coupled with the crisis in education. It has been observed that as many as one-third of the pupils that come into the school systems of the 12 largest cities in the United States come with such limited backgrounds and disadvantage that the traditional methods of the U.S. school system are incapable of effectively engaging them. This is a matter of official record, for in the published report on the Panel on Educational Research and Development of the U.S. Commission on Education in March of 1964 there is this language: "By all known criteria the majority of urban and rural slum schools are failures. Neighborhood after neighborhood across the country, more than half of each age group failed to complete high school and 5% of those go into some sort of higher education. In many schools the average measured IQ is under 85 and it drops steadily as the children grow older. Adolescents depart from these schools ill-prepared to lead a satisfactory and useful life or to participate successfully in the community." This commentary of the U.S. Commissioner on Education not only attests the existence of a crisis in education, it documents as well the inappropriateness of the existing structure and personnel for the engagement of a third of the school population in our great cities.

It is more than a coincidence that one-third to as much as one-half of the law enforcement and correctional personnel (even more in some states)

are without any formal education or training in their chosen occupations. This situation cannot be remedied by simply offering a few courses in those states or cities but will be remedied only as it engages those state and county systems as such. Our approach to their educational and training needs must be in terms of the operating systems themselves. This will require adjustments on the part of colleges and universities as great as within the correctional and law enforcement systems.

Secondly, there is a very widespread absence of people specifically trained for the widely publicized technical specialities that are newly developing in corrections and police work in the United States. For example, criminalistics, police-community relations work, group therapies, counseling programs and half-way houses are being manned by people without specific training in the techniques appropriate to these programs. In my own state of California, which is in the vanguard of innovation and experimentation, there is an inadequate supply of persons trained for roles in the newly developed programs. The result is that untrained personnel are cheapening the quality of new and progressive programs, even as the relatively few products of our traditional programs of law enforcement and corrections are being swallowed up and engulfed by antiquated and obsolescent systems of law enforcement and corrections.

A third crying need of the moment arises from the burgeoning of our criminal population; the increase of crime and delinquency in terms of official records and official detention has created for us the problems attendant upon large-scale bureaucratic structure. We have immense new organizations which suddenly are upon us without having developed at the same time the conditions for the development of middle management personnel. There is a curious paradox. We are not entering a period in which people go up the occupational ladder merely because of the expansion of

the system. They go up into middle management positions out of line functions. Their qualifications for middle management, for organizational and supervisory assignments, consist simply and exclusively of line function experience. They are for the most part persons without policy orientation, without philosophy and without capacity for giving leadership in the restructuring and reorganization of our excessively traditional and outmoded systems. We must see as a major problem and as a challenge to centers of law enforcement and correctional education, the need for the production of a whole new class of middle management and supervisory personnel to cope with the emergent bureaucracies of law enforcement and corrections. There is urgent need for imaginative programs in this area. This involves curriculum preparation designed in relation to operational systems.

The new community context is the metropolitan community. There are few, indeed, instances of community ventures which are metropolitan in character. In fact, those instances which are reported have been products of sheer exigency, such as the need for more effective communication and record-keeping or the need to deal more effectively with the high mobility of juveniles of middle class origin who go from community to community in cars. Middle class youngsters do not steal as many cars as lower class youngsters, but they do all the things in their parents' cars that lower class youth do in stolen cars. They are a similar problem to the police, and this has become increasingly apparent to students of the deviance patterns of middle class youth, particularly those studies addressing the youthful sub-cultures of metropolitan areas. We must recognize the necessity for preparing the police to view the crime problem in terms of the newly emergent community. Crime is the lengthened shadow

of the community, and the metropolitan community has its own distinctive patterns of social relations.

The final word I would offer pertains to the current and increasing polarity between the police and the courts. In my judgment the confrontation between the police and the courts is a major manifestation of the current institutional crisis. The rapidly rising "cops" versus constitution controversy poses in my mind a very dangerous threat to American society. We must deal with the present maze of individual case precedents by providing broad, positive guidelines for policemen in their daily work. The courts and the police must join together in a definition of the limits of police action. Driving on the freeway in Los Angeles recently, I observed an automobile with a bumper sticker saying "Defend your local police," and right behind it was a car which said "Defend your Supreme Court." Here is evidence of the polarizing of public attitudes with ominous overtones of ambivalent action. The judiciary is moving to help end the present jungle of individual negative case precedent by formulating broad positive guidelines for police use in their daily work. Police education is the means for mediating the developing guidelines. "The dialogue" between the courts and the police can only be established in a meaningful educational context. We must make no mistake. Policemen dispense more justice than all the courts combined in such routine work as issuing traffic tickets, handling public complaints, etc. The steady stream of Supreme Court decisions and other appellate rules on search and seizure, due process, and other aspects of police investigation have created a situation of ambivalence and anarchy for much of this work. Most of these decisions are limited to a particular set of circumstances, judged after their occurrence. Nearly all the many publicized cases have involved the spectacle of "a Kafka-like," powerless individual confronted by the majesty

and force of the law - the Gideon case, the Mallory case, the Mapp case, the Dorado case in California and more recently, the Miranda and the Gault cases. The point is that these cases are reflecting a very fundamental change in the character of our society. They do not mean that the court has suddenly come alive to new abuses. It means that power has emerged among what were formerly powerless groups which are bringing these cases before the courts. The rest of the society is confronted with the new power of the groups which represent the areas of life from which those persons stem. The individuals who formerly were powerless now receive attention because power has become shared. The current controversy over police brutality (too many Americans believe that the two words are one word) is a reflection of the changing power structure. We must explore the problems and conditions of police action and explain it as a natural phenomenon, even as we explain other natural phenomena. Growing controversy over police brutality does not mean that the general level of police work has deteriorated. In fact, it has enormously improved. Individual instances of excess and abuse, such as Mallory or Gideon, where the public was once silent and did not care, are cause for public concern. Police methods are, in short, not a reflection of ignorance or insensitivity but a collective formula for discharging responsibility colored by the power complex of the society. This, we need to make plain, is the context inside of which our problem must be addressed. We must develop education and training in accordance with these considerations.

The collegiate contribution to the education of the police must not be corrupted by a pedestrian emphasis upon gadgets and gimmicks or prosaic exercise of routine and training, for the colleges in their development of police science programs must see themselves as a new public force that can provide a new kind of dialogue. From such a dialogue there can evolve a

common understanding for the development of roles, and a common condition of its implementation. Let me quote to you a paragraph from an English treatise on the police that applies equally well to the United States. In commenting on the future of the police, Ben Whitaker wrote, "They are doing the difficult and dangerous job society demands, without any understanding by society of what the moral and professional problems are. The public use the police as a scapegoat for its neurotic attitude toward crime. Janus like, we have always turned two faces toward the policeman, we expect him to be human, and yet, inhuman. We implore him to administer the law, and yet, we ask him to waive it. We resent him when he enforces the law in our own case, yet will demand his dismissal when he does not elsewhere. We offer him bribes, yet denounce his corruption, we expect him to be a member of society, and yet, not to share its values. We admire violence, even against society itself, but condemn force by the police on our behalf. We tell the police that they are entitled to information from the public, yet we ostracize informers. We ask for crime to be eradicated, but only by use of sporting methods. What, to end where we began at this discussion, do we want the police for? Only by resolving the conflict of values between liberty and law enforcement, can we determine this paradox of the policeman's position in our society." I think it is time for us, in terms of the current dangerous polarity, to think clearly and give our police a role and the condition of implementing that role which can help bring about a unity of purpose and action by the police and the courts rather than accentuate the meaningless, purposeless, and self-defeating polarity which evidently prevails.

## CURRICULUM DEVELOPMENT

Remarks by Donald Riddle, Dean of Faculty  
John Jay College of Criminal Justice  
City University of New York  
New York, New York

One of the central problems in curriculum development in Police Science programs stems from the fact that there is no clearly defined role for the police in this society. The President's Commission commissioned at least three papers that I know of on this subject and the three produced vastly different definitions of that role. The Commission itself, not surprisingly, largely avoided the issue although it tended to accept a relatively broad definition of the role. Any of us could easily build a curriculum to meet the needs of a specific and clearly defined role but we must undertake our labors without much guidance from the practitioner who is not very clear himself on where the lively debate is going to take him. One thing I am convinced of: we cannot devise a curriculum which will adequately prepare ye complete policeman, one who is all things to all men - and we should quit trying to do so.

The impact of this ambiguity of role is seen in the rather wide disparity that exists in the curricula of the colleges which already have Police Science programs in being. These range from programs - mostly in two-year institutions - which substitute in considerable measure for the basic training given in police academies in our larger cities - to four-year programs which rest not too uneasily, in liberal arts-oriented universities.

Among the specific questions which arise and to which we will undoubtedly devote some of our attention are some of the following:

1. Which way should institutions beginning police science programs go?

Should they stick to professionally-oriented courses or lean strongly in the direction of courses which can fit into a liberal arts curriculum? What future are we preparing the student for? What students are we aiming at: pre-service or in-service? Are their needs the same?

2. What does a police officer need in the way of education? Does he need technical education in investigation, criminalistics, patrol techniques, and the like? If so, how many and which ones? Or does he need a general education, including a heavy emphasis on psychology, sociology, administration, etc.? If so, what kind of courses; the usual introductory ones or specific courses with direct applicability to police work? Is there any course of use to the policeman that cannot legitimately be included in the program of a college if it meets student needs, i.e., use of weapons? If the student needs both, how do we build a coherent curriculum to include them? How much should we have in the way of opportunity to develop specialized skills?

3. If the answers to the questions posed above tend to produce an emphasis on professionally-oriented courses, is the program to be a terminal or a transfer one? If a terminal one, no problems arise except that the movement seems to be toward baccalaureate level work. If a student receives a terminal degree he may be disappointed (to say the least) when he discovers that he cannot go on. On the other hand, a transfer program will hold out a hope to the student of the transferability of credits which may be denied him in practice because courses are too "practical." However, a transfer program which meets all the requirements of four-year institutions to which students may transfer, may not include the kind of work that advisory committees, police departments, or the students feel the police most need when they start academic work. Are accommodations possible among these conflicting objectives?



Undoubtedly you who have been wrestling with these problems immediately have many more questions to pose for our discussion.

Let us begin.

Discussion Group #1

CURRICULUM DEVELOPMENT

Notes on remarks by C. Robert Guthrie, Chairman  
Department of Criminology  
Long Beach State College  
Long Beach, California

I. Recommended Law Enforcement Curriculum for Four Year Programs

A. LOWER DIVISION (1st Two Years of College)

1. Lower Division Objectives:

- a. Provision of broad liberal arts background (Through General Education Program and Required Courses)
- b. Provision of occupational training at the patrolman performance level (Recognizing that student maturity must be considered, as well as the fact that not only full-time students, but also police practitioners attending part-time are involved in the training)
- c. Provision of a basis for upper division work
- d. Provision of a professional career preparation at the entrance level
- e. Provision of service courses to other college disciplines (Business, Education, Engineering, Government, Journalism, Natural Science, Psychology, Public Administration, Social Welfare, Sociology)

2. Criteria for Lower Division Placement of Courses:

- a. Courses for orientation
- b. Courses to serve as a foundation for later upper-division work
- c. Courses of a tool or technique type needed by line practitioner

B. UPPER DIVISION (Last Two Years of College)

1. Upper Division Objectives:

- a. Provision of broad liberal arts background
- b. Provision of education in the theory of supervision and administration (Recognizing that student maturity must be considered, as well as the fact that not only full-time students and police

1. Upper Division Objectives (cont'd)

practitioners attending part-time are involved in the educational process, but also the transfer student from the city or junior college)

- c. Provision for amplification of lower division work through specialized courses
- d. Provision of professional career preparation for supervisory and administrative assignment
- e. Provision of teacher preparation for police academies, state legislated training programs, junior colleges, colleges, and universities
- f. Provision of background for graduate work
- g. Provision of opportunity to participate in college research
- h. Provision of service courses for other disciplines of the college (Business, Education, Engineering, Government, Journalism, Natural Science, Psychology, Public Administration, Social Welfare, Sociology)

2. Criteria for Upper Division Placement of Courses:

- a. Courses which are advanced or highly specialized
- b. Courses which are supervisory or administrative in nature
- c. Theory and policy courses needed by top-level police managers

3. Courses which should be catalogued as Upper Division, if catalogued: See Appendix B.

II. Recommended Junior College Law Enforcement Transfer Curricula:

- A. Completion, as far as feasible, of all specific General Education Requirements.
- B. Reasonable limitation of Law Enforcement major credit for students intending to transfer to any Four Year College to work toward a Baccalaureate degree in the Law Enforcement area. It is recommended that these units be derived from the following courses which meet the lower division criteria:
  - 1. Introductory or Orientation Course
  - 2. Criminal Law
  - 3. Criminal Evidence
  - 4. Criminal Procedure
  - 5. Criminal Investigation

6. Patrol Procedures (Field Problems; Tactics)
7. Traffic Control (Accident Investigation; Vehicle Code)

- C. Any additional elective courses (within the limit of transferable junior college credit) should include, as far as feasible, typewriting, first-aid, life-saving, and photography.
- D. It is recommended that liaison be maintained between two-year colleges and four-year colleges to care for special problems of a local nature relating to transfer in the law enforcement area. If any junior college program differs from the recommended lower division curriculum a determination of transfer equivalency should be made with respect to the program in effect at the four-year college to which the student intends to transfer. Junior college students must fulfill the admissions requirements of the particular four-year college to which they intend to transfer.
- E. It is recommended that coordination be accomplished between Junior Colleges and four-year colleges in the following areas:

1. Relative to Courses and Units Acceptable for Transfer From Four-Year Colleges to City and Junior Colleges.

Needed for the counseling of students who are transferred away from a four-year college by their agency; or for students who decide to work for the A. A. rather than the B.S.; or for students who decide to return to junior college for the A.A. degree and then later complete the B.S.

2. Relative to Junior College Acceptance of Academy, Institute, or Other Non-Academic, Non-Accredited Law Enforcement Training.

Credit which is accepted by junior colleges from special non-academic, non-accredited police training programs should not, by reason of such acceptance, become acceptable for transfer to a four-year college.

Acceptance of transfer credit by four-year colleges should be limited to law enforcement programs which have been approved by, or through, accreditation associations.

3. Relative to Student Counseling

If junior college students desire specific, tailor-made vocational police training designed for a specific agency or area, the terminal program would seem to apply. If junior college students desire tightly programmed, carefully controlled professional preparation for line, supervisory, and administrative positions in law enforcement, the transfer program would seem to apply.

If junior college students desire both terminal and transfer program courses, they should be forewarned of possible loss of credit upon

transfer. If a junior college student is interested in a transfer program, or in doing both transfer and terminal program work, he should be advised to study the catalog of the four-year college to which he intends to transfer, in order to select peripheral courses.

4. Relative to Respective Roles of Four-Year Law Enforcement Programs and Two-Year Law Enforcement Programs

Three types of programs can be distinguished:

a. Four-year College Baccalaureate Program

Dedicated to the broad training of the student for professional preparation for service with federal, state, county, city, or private agencies of law enforcement.

College lower division courses (first two years) should be dedicated to tool and technique training in order to make the graduate useful at the line level of employment; their upper division courses (last two years) are dedicated to preparing the supervisory and administrative potential of the student so that he may be able to assume supervisory and administrative roles after entry into and progress within the police service.

Liaison by the four-year college law enforcement program administrator should be with:

- a. Police Administrators--relative to internship programs; placement of graduates; and non-academic institutes.
- b. Junior College Transfer Program Administrators--relative to variety and content and unit credit of transfer courses; quality of staff assigned to teach transfer courses, capacity of students enrolled in transfer courses.

b. Two-Year Junior College Transfer Program

Dedicated to the preparation of people for transfer to four-year colleges.

Liaison by the two-year junior college transfer program administrator should be with:

- a. Four-Year Baccalaureate Program Administrator--relative to variety and content and unit credit of transfer courses; quality of staff assigned to teach transfer courses; capacity of students enrolled in transfer courses.

c. Two-Year Junior College Terminal Program

Dedicated to the needs of the area. To equal or supplement local police academy training, or to provide specific tailor-made training for a specific agency or area.

Liaison by the two-year junior college terminal program administrator should be with:

- a. Police Administrators--relative to variety and content and unit credit of terminal courses; quality of staff assigned to teach terminal courses; capacity of students enrolled in terminal courses; placement of graduates; non-academic institutes; internship programs.

CURRICULUM DEVELOPMENT

Remarks by Thompson S. Crockett,\* Chairman  
Police Administration  
St. Petersburg Junior College  
St. Petersburg, Florida

Before addressing the specific questions identified for discussion by this group, I would like to offer two general comments for your consideration.

First, I would agree with Dr. Riddle in his suggestion that one of the central issues involved in the development of a law enforcement education program at any level is the question of philosophy. Once this issue is resolved, all of the other questions raised for discussion today can be confronted without great difficulty. Without a basic guiding philosophy we have no framework or context within which apparently practical problems may be resolved.

By "philosophy" I simply mean the goals, objectives, or purposes of our programs. In short, what are we trying to accomplish in these educational ventures, whether they be two or four years in duration. We know from experience that existing programs vary in their orientation from those that have as a primary purpose the preparation of patrolmen to those that strive to offer a broad background of the traditional liberal arts courses in order to develop personnel with social awareness and leadership potential. One type of program stresses skills and operational knowledge, while the other places the emphasis upon behavioral sciences and techniques of administration and management.

---

\*Mr. Crockett is now with the Professional Standards Division, International Association of Chiefs of Police.

If we accept that the question of philosophy is an important one, we can reasonably inquire into its source. Earlier in this conference you heard that such a philosophy arises from the greater commitment of the educational institution that creates the police program. This is certainly true, but also to be considered are professional groups supporting the creation of the curriculum and the personality of the individual selected to develop and lead the growth of the program. I would suggest, on the basis of my limited observations, that perhaps from a very practical standpoint the greatest impact on the philosophy of a particular law enforcement program is made by the individual who is chosen as its administrator. For this reason your program head should be selected with great care and consideration. He should be in full agreement with the objectives you have established for your police program.

Only when you have decided what you are trying to do in your program can you make the many secondary decisions relating to curriculum.

Secondly, I would like to enter a plea for flexibility in curriculum development. I am sure that no one is more aware than I of the unhappy proliferation of courses currently being offered in our law enforcement programs. Guidelines are certainly desirable and I was happy to hear earlier that Jim Stinchcomb will be working in this important area in the months ahead.

What I am referring to here is any attempt to "package" a curriculum for use in all programs. In the broadest sense, such a standardized curriculum would be inconsistent with the basic philosophy of the community college movement, which calls for a response to the legitimate needs of the community.



I am convinced that the two-year police program isolated by great distance from a four-year law enforcement program will need to be constructed somewhat differently than the program whose graduates have immediately at hand a senior institution for the continuation of their work. Similarly, a program developed today for students who are almost all working police officers will eventually have to meet the needs of a student body made up almost entirely of pre-service personnel. Consequently, I believe that we must retain some flexibility in the development of curriculum within our individual programs.

Having mentioned these two general areas for consideration, I would like to use the remainder of my introductory time commenting upon two of the specific issues identified for discussion by our group. The remarks of my colleague, Jim Stinchcomb, notwithstanding, I would suggest to you that the problem of transfer of credits from the two-year program to the senior institution is a serious one that you will have to face early in the development of your programs. I base this contention on our experience which indicates that 75% of our graduates from the two-year program do actually continue their education at the university level.

Although our program at St. Petersburg Junior College was designed to be a terminal offering, we very quickly found that students would not be satisfied to terminate their education with the associate in arts degree. To meet the needs of these students we found it necessary to work out agreements with several universities that would permit the transfer of law enforcement credits. I believe that you would be wise to include nearby universities, whether or not they have law enforcement programs, in your preliminary curriculum planning.

Speaking of transfer of credits, I might mention our In-Transit Program which permits students to take their general education courses in their local community college or university and then graduate from St. Petersburg Junior College upon completion of our law enforcement courses. This reduces the amount of travel involved for the student in distant communities and makes a police degree program available to many law enforcement officers who would not otherwise have this advantage.

Finally, let me comment on the question of what subject areas are inappropriate for academic institutions. I believe that there are no subjects which are inappropriate for the community college. If the requirement exists within a community for the teaching of a particular subject, and this instruction is not available elsewhere or can be best handled by the community college, then the college has an obligation to seriously consider offering the needed instruction.

On the other hand, the community service philosophy of the community college does not in any sense suggest that all instruction must be offered for college credit and as part of a degree program. The danger in a liberal approach to meeting the needs of the community is that the proper distinctions will not be made between training and education. As difficult as it may sometimes be, we must maintain such a separation if we are going to develop programs that are anything more than super police academies. At St. Petersburg Junior College we have created a separate institute that houses all non-credit training and service activities. This arrangement reduces confusion and misunderstanding regarding our training and educational programs and permits us to respond to requests for assistance from law enforcement groups that could not be comfortably housed within the framework of our degree program.

In conclusion, I have suggested that the key to curriculum development is the formation of a sound basic philosophy - whatever that philosophy may be. Once you have decided where you want to go, select the route you wish to travel and retain enough flexibility to compensate for the rough roads and detours you are sure to encounter.

## CURRICULUM DEVELOPMENT

by  
Professor Jack A. Mark, Director  
Police Science Program  
Rutgers University,  
New Brunswick, New Jersey

### Summary Evaluation

The panel was particularly apt in setting the stage for an effective discussion of key problems which have been confronting those planning and developing curricula for degree programs in Police Science. The challenging questions posed and the observations and comments made by the panelists as to their approaches to coping with the problems encountered in curriculum development and administration stimulated the discussion groups.

The dialogue between the panelists and participants and the group discussions which ensued were pertinent and meaningful. Such exchanges brought forth quickly the areas of major concern and other aspects of curriculum and program development which, even if not major, were vexing and troublesome. Although some points were raised or aspects of a major problem discussed in each of the three separate discussion groups which did not take place in the other two, all three groups showed a strong consensus independently articulated, as to what they felt were the problems of greatest concern to them. The presentation of each panelist is summarized in this report as is the nub of the group discussions.

Some aspects of curriculum administration which this reporter would have liked to have seen discussed at greater length were but touched upon, but this was primarily owing to a lack of time. In particular, I refer to aspects which take up desirable and undersirable course sequencing,

comparative models of curricula for the pre-service and in-service student majoring in Police Science, and validation of component courses in the specialization and in the supporting disciplines as to their relative contributions in helping the student acquire the broad perspective and complexity of higher skills which he and others need to accomplish effective law enforcement in the community.

#### Presentations of the Panelists

Dean Riddle keynoted the panel discussion by stating, "one of the central problems in curriculum development in Police Science programs stems from the fact that there is no clearly defined role for the police in this society." He felt that were that role spelled out, it would be easy to structure a curriculum which prepared one for that role. He was convinced that one cannot devise a curriculum which will fashion a policeman "who is all things to all men." He advised that we stop trying such an approach.

He pointed out the "rather wide disparity" in the curricula of the colleges offering programs in Police Science, again seeing these differences as a reflection of indistinct and not clearly understood definitions of the police role. Curricula range from just about what is taught in the police academies of the larger cities - particularly in the two-year programs - to four-year programs in the liberal arts tradition, observed the Dean.

He stressed that the fitting together of a curriculum evoked some tall questions: For what students, pre-service or in-service, is the curriculum designed? In which direction shall "beginning police science programs go?" What balance shall be sought between the technical and professional courses on the one hand and those which "fit into a liberal arts curriculum?" If the police officer-student needs a broad general education, how much concentration shall he have in psychology, sociology, and the other behavioral

and social sciences? Which course, if any, should be kept out of the curriculum, if it is of use to the policeman? How much opportunity shall the curriculum provide for developing special skills? If the student desires primarily to improve such skills, is his only avenue the terminal program? Will a student who hopes to go on and enrolls in a transfer program someday find his academic credits chopped down drastically because many of the courses were too "practical?" How far can a transfer program stretch to meet the requirements of a four-year institution and still satisfy the police clientele? Challenged Dean Riddle, "Are accommodations possible among these conflicting objectives?" (The paper to which Dean Riddle referred during his presentation to the discussion groups is included in this report.)

Mr. Thompson Crockett reached into his own experiences to select a number of problems which often plague the administration of a program in Police Science. He reasoned that such an approach could be constructive in alerting those concerned with such programs. He also stressed that we must know our goals - know what we are trying to produce and know where we are going.

He stressed that the structure of the curriculum in an associate degree program in Police Science at a junior college will be influenced greatly by the availability of a four-year college and the transfer arrangements between the two schools. If students in the two-year institution have dim prospects of moving on to the senior college, the curriculum will crowd upper-level professional courses into the freshman and sophomore years; therefore, the junior college may sanction more courses in its associate degree program primarily because the student finds that he needs them and he cannot get them elsewhere.

It is Mr. Crockett's experience that three out of four students working for the associate degree in Police Science want to go on; consequently, he emphasized that one must counsel students well in their course selection.

He urged the establishment of an effective liaison with the four-year college or colleges to which students in the associate program are most likely to turn to for upper-level studies. He advised those responsible for directing programs at the lower level to seek to put into writing, wherever possible, policies which have been stated or arrived at for the transfer of students and credits.

He believed that a considerable part of the demand for purely vocational training can be handled separately from the degree program and channeled through a non-credit extension division or institute. The Florida Institute for Law Enforcement provides such a channel through its seminars and non-credit course offerings. He suggested a careful check with each of the particular colleges reported to be granting advanced college standing for schooling at the National Academy or for similar in-service coursework and training, adding that those who have been checking out such reports of advanced credit standing have been finding them untrue, at best highly exaggerated.

Mr. Crockett felt that the final design of the curriculum in Police Science will to a large extent reflect the orientation of the program's director. Where faculty or facilities for a program in Police Science are inadequate, he advocated the "in-transient" approach under which students take the core and liberal art subjects at a college close to home and then through a policy agreed upon and preferably put into

writing complete their coursework and obtain an associate degree with a major in Police Science at the college which offers this specialization.

Although Mr. Crockett by no means embraced participation of the junior college in screening candidates who seek pre-service admission into a program in Police Science, he cautioned that it was often necessary for the college to engage in some screening effort in order to maintain good rapport with the local police chiefs. He volunteered that screening could best be accomplished by a realistic counseling of the pre-service student as to the mental, physical, and character requirements of particular positions in law enforcement. (Remarks by Mr. Crockett are included in this report.)

Dr. C. Robert Guthrie issued an outline of his comments on curriculum development (included in this report) to each of the conference participants, sketching out what he termed a "systems approach to police education." He called for flexibility in one's approach, a flexibility that is consonant with the environment. Dr. Guthrie felt that the end products of police education can differ; consequently, he cautioned against educational standards which are too rigid, too limiting. He urged, "Use a good liberal arts underpinning."

Dr. Guthrie recommended an effective liaison "between two-year colleges and four-year colleges to care for special problems of a local nature relating to transfer in the law enforcement area." He saw the need for a good deal of give and take between two and four-year programs. He said that this required highly effective counseling with keen awareness of student needs, the level of student maturity, and the respective roles of the terminal, transfer, and baccalaureate programs. He stressed that to achieve and to maintain effective counseling and such awareness



required a continuous, close working relationship between the coordinators of the programs in Police Science in the two and four-year colleges. He pointed out that a prospective transfer student can gain much by studying the catalog of the four-year school in which he is interested and whose admission requirements he must fulfill.

Dr. Guthrie emphasized the particular objectives of each of the lower and upper divisions of the four-year program in law enforcement and threaded the sequence and relationships of these objectives to one another. He spelled out the criteria for placing courses at the lower division as those courses which (1) orient, (2) provide a foundation for upper-division work, or (3) develop a tool and technique needed for the line practitioner. He held that the courses in law enforcement which are (1) highly advanced or specialized, (2) supervisory or administrative in nature, or (3) concerned with theory and policy for top-level managers meet the criteria for upper-division placement.

He compared the major objectives of the four-year, transfer, and terminal programs and pinpointed the areas which must be coordinated in order that each type of program fulfill its role. He opposed the four-year college accepting transfer credits for "special non-academic, non-accredited police training," even if such training had been accepted for credit at the junior college; furthermore, he advocated that the four-year college should accept for transfer credits only those courses which were taken in an accredited program.

Dr. Guthrie felt that the mixture in classes of police and non-police students was a good thing which enriched the course presentation and made the classes more stimulating; furthermore, he encouraged majors in police science to partake in recruit and in in-service training. Dr. Guthrie emphasized the large percentage of law enforcement majors at the associate

degree level who want to go on for the baccalaureate, likening California sixty-one junior colleges to a "farm-feed system" for the senior colleges.

Summary of Group Discussions and Commentary: Major Problems  
Reported; Key Issues Raised

The responses and discussions which followed the introductory statements of the panelists on curriculum development brought to the fore key problems with which directors and administrators of programs in Police Science have had to contend, sometimes wrestle. The facts and aspects of program and curriculum development about which there was considerable-to-strong consensus that they were matters of major concern, and the suggestions and approaches which participants in the group discussions recommended to overcome or lessen the problems voiced, are summarized as follows:

1. A far greater number of majors in Police Science, variously reported and estimated as between 70-85 percent of those completing their studies at the associate level, want to go on for the baccalaureate, far exceeding what curricula planners and administrators had anticipated.
2. There is poor and insufficient liaison between the two and four-year schools resulting in some cases in large losses of credits to the student who wishes to transfer into the four-year institution.
3. A marked contrast exists in the structure and orientation of curricula, particularly as to the extent of foundation, liberal arts, and support courses required for the associate degree which permits a specialization in Police Science; furthermore, the level at which the courses in Police Science are pitched range from those

which seem to duplicate but the barest elements and subject matter of a police academy's class for recruits up to those which deal comprehensively and sophisticatedly with the subject areas studied and at a level most appropriate for a college course in a sound degree program. All of the foregoing plus a harmful tendency and practice to proliferate courses in the law enforcement curriculum (Patrol I, Patrol II, III, IV, etc.), particularly those courses which are narrowly structured or minutely technical (Police Report Writing I, Police Report Writing II, Juvenile Report Writing, Police Photography, Firearms Training, etc.) complicate accreditation, the intra-institution acceptance of the program by the faculty teaching other courses, course evaluation, and the transfer of students from one two-year institution to another junior college or to the four-year college.

4. Many police officers who have been enrolled in exceptionally narrow terminal programs show a great deal of resentment when, finding what Dean Riddle calls "a way of life" after several years of going to school, they wish to study for a higher degree, but learn that the bulk of their credits is unacceptable. The police officer-student feels that he has been taken and shows marked hostility toward the program in which he studied and toward those who counseled him. There is tremendous need for close working relationships between the directors and counselors of one school and their counterparts in the other schools.

5. Effective counseling is a must and there is much opportunity to exercise it. At the start of their admission into a program,

police students tend to engage in "bullet" registration and look to enroll only in the police science courses. As they progress in the program they lessen their resistance to enrolling in courses other than the ones in Police Science. Those who counsel a police student should know the fine line between keeping a bridgehead open to a student's vocational and professional interests and his need for foundation and supplementary course work which, properly sequenced, enables the student to get that much more out of the whole program as well as out of some of the specialized courses.

6. No hard lines were adduced or some magic formula prescribed for a just-the-proper number of courses in Police Science to be required in the associate and in the baccalaureate programs with that specialization. There was strong consensus, however, that the courses required in Police Science would be modest in number; that each course must be taught at the level of a sound college course and be part of a program which is properly structured with strong foundation courses and balanced with sufficient required and elective offerings in the liberal arts, humanities, social sciences, and sciences.

7. Directors face pressure from students and from several law enforcement agencies to give credit for coursework, some of substantially high calibre, taken at non-accredited institutions (e.g., Northwestern Traffic Institute, National Academy). There was a consistent feeling that the reports of accredited colleges granting credits or advanced standing for schooling in non-accredited institutions were highly exaggerated. Conference participants

agreed that the best check upon such claims was direct communication with the schools alleged by word of mouth or by a circularized list to be given credit for in-service seminars or schools.

8. Many programs in Police Science, particularly in the less populous areas of the county, find it difficult to attract personnel with both extensive background in law enforcement and of academic achievement sufficient to gain acceptance from both the law enforcement and academic communities. Faculty and other resource shortages, plus the demands voiced often that courses in the curricula of Police Science be offered in day sections and in night sections, may be met partially through pooling and interchanging faculty and through sharing resources.

9. There was a feeling that there was still considerable apathy and resistance to programs in Police Science by the traditional academic community and that a great deal of constructive effort would have to be generated in overcoming faculty intransigence and winning its support. Again such efforts called for developing a reasonable standardization of courses at a sufficiently challenging college level and for attracting highly qualified and competent faculty.

#### Reporter's Recommendations

In view of the recommendations of the President's Commission on Law Enforcement and Administration of Justice concerning college education for police personnel, and the police quest for professionalism (to a considerable extent through higher education); the facts reported, issues raised by the panelists, problems discussed, and suggestions and approaches considered in the group discussions on curriculum development; this workshop reporter

recommends that OLEA:

1. Raise and shift its educational focus so that it allocates more of its energies, guidance, and funding toward the development of transfer and baccalaureate programs which are educationally sound, in the liberal arts tradition, and structured to permit specializations in Police, Corrections, or other closely allied fields in the administration of criminal justice, with strong support courses in each area.
2. Take a hard look at funded terminal or transfer programs at the associate level which have hastily drawn together curricula with a proliferation of academically low-level courses in Police Science, with poor or no support courses (in American Government, public administration, sociology, foundations of our legal system, etc.), and with deficient offerings in the sciences, humanities, and behavioral sciences.
3. Encourage and fund in part the planning and development of regional and state master plans for police educational programs at the college and university level which seek to accomplish the following:
  - A. An inventory of the educational achievement of the police in the master plan state or region and an analysis of the distribution of such achievement.
  - B. A coordinated approach toward the planning and developing of programs in Police Science in

the master plan area so as to leave no educational voids and gaps in zones where the programs are most needed and to prevent their proliferation and overlapping to the point where they function ineffectively and wastefully.

2. A joint and coordinated development of programs in Police Science so that curricula dovetail and courses provide a logical sequence to one another and supplement each other well.

3. A reasonable standardization of course nomenclature, content, and treatment of subject matter to make possible improved course evaluation and student programming.

4. Close working arrangements between the institution offering an associate degree in Police Science and the college offering a baccalaureate in the same major or in an allied field, particularly between and among the directors, chairmen, and guidance counselors for the respective degree programs, to establish and foster a ready and ample exchange of information useful to the aforementioned, students, and faculty.

5. Reasonably high standards for the faculty, supporting facilities, equipment, and instructional materials.

6. A sharing of faculty and staff facilities to the point where such efforts do not conflict with the basic institutional policies of the participating colleges.

H. Coordinated participation of the faculties of several schools offering programs in Police Science in planning and offering specialized institutes and seminars; independent and joint (inter-faculty) research teams.

I. High-calibre work-study programs which attract pre-service students to careers in law enforcement and augment degree programs in Police Science, particularly those attended full time.

J. The winnowing of existing terminal programs in Police Science and cautions support of any new ones to the point where a terminal program exists or comes into being only if a richer transfer program cannot meet the needs of the community.

4. Fund a study in depth to evaluate critically which of the courses traditionally in the core and in the supplementary requirements of the associate and of the baccalaureate programs do most to provide the police officer with the depth-in-knowledge, broad understanding, and intellectual development to reason, synthesize his learning experiences on and off campus, and articulate; to find out by careful assessment which courses in the officer's major field or specialization contribute most to developing the higher intellectual performance skills and professional expertise needed to help him fulfill his role, as we labor to define it, in the community; to develop a model for course sequencing, which if it were followed, would enable a student in Police Science to benefit most from a given curriculum.



## THE LAW ENFORCEMENT COMMUNITY AND THE ACADEMIC COMMUNITY

Remarks by Vernon L. Folley, Professor  
Department of Police Science and Administration  
Harrisburg Area Community College  
Harrisburg, Pennsylvania

As I stated earlier, rather than recite some philosophical ideas or talk in the realm of theory, I am going to direct my efforts at the more practical level. Very little or no research has been conducted relative to the utilization of advisory committees and, therefore, it is difficult to make definite statements concerning their merits or the operational procedures that should be employed. In the absence of such information I am going to present my viewpoints and beliefs which are based purely on personal observations and experience working with advisory committees. Hopefully this will evoke questions and further discussion.

There exists a diversity of opinion relative to the feasibility of the colleges' utilization of advisory committees, but I believe that if the committee is properly selected, directed, and controlled, there will be very beneficial results.

Basically there are four distinct functions that the advisory committee can serve: (1) A public relations avenue from the college to the community, and from the community to the college; (2) A communication link between the academic community and the police community; (3) Provide expert technical knowledge and experience which is essential to the proper development of the curricula; and (4) Provide assistance in the placement of graduates.

As stated earlier, however, the ultimate of each function cannot be achieved unless proper attention is given to selection, direction, and control

of the Police Advisory Committee.

Selection is a critical area and much attention and thought must be given to the composition of the committee and the individual members to be appointed. Once the member is on the committee it is difficult to remove him without arousing agitation and a great deal of embarrassment. In addition, one must be assured that some strong local organization is not overlooked when appointments are made. Local, influential community organizations can easily become an enemy just because they were not consulted or included on the committee. Therefore, the person selecting the committee must not work in haste, but must survey the community situation very carefully before selecting the membership.

If new to the area or unfamiliar with the law enforcement community, it would be wise to seek the assistance of a reputable local authority such as the District Attorney, Judge, or Executive Director of the Chiefs Association. Even then, care must be taken to select an individual who has a professional philosophy relative to law enforcement. At the same time, it is important that his political interests are not more important than his interest in the improvement of the police service.

In selecting committee members an attempt should be made to gather together a somewhat diversified group representing various professions and disciplines, but also one that is interested in, or related to, the police service. Such a group can not only offer professional knowledge in many related law enforcement areas, but its composition provides assurance that one strong viewpoint will not adversely affect the college program.

A common mistake along these lines is to have a committee whose membership is almost exclusively police practitioners. Their collective viewpoint may very well create undue influences which will ultimately foster provincialism rather than encourage the advancement of the police service. Such a committee will usually stress the need for skills and techniques which may lead

to a vocational program rather than an academic one. The diversified committee, by virtue of varied backgrounds, will not be conducive to such collective pressure and a much healthier climate will exist.

The size of the committee is also an important factor to keep in mind. It should not be so large as to be unwieldy, but should represent businessmen, police chiefs, the legal profession, corrections, and education. It is recommended that the maximum size of the committee be set at twelve.

The single most important factor for providing direction for the committee is understanding. It should be realized that most of the members will have little or no understanding of the college's administrative and organizational environment. Some members will have college degrees, but their college experience is limited to that of a student. In addition, when the committee is first organized most members will not understand their role and certainly will not be knowledgeable in curriculum development.

It is imperative, therefore, that direction for their efforts be provided by devoting the first few meetings to their education. The college administrators must be assured that each member understands the college's philosophy, their role in the community, and the internal procedures for curriculum approval and implementation. With such basic knowledge the members will not only understand the framework within which they must work, but will have a better appreciation for the role they are to play.

Conversely, it is also important that the college representative take time to understand and appreciate the law enforcement environment so their efforts are not negatively interpreted.

Control of the efforts of the committee is also enhanced by the orientation, but added control is eminent when the President or Dean of the college makes the official appointment. This relieves the program head of the veto responsibility by placing it on the President or Dean. The program head,

therefore, does not necessarily have to make decisions contrary to the committee, thus a better working relationship with the committee will exist. Hopefully, of course, such veto power will not be exercised and control is merely a by-product of direction.

Another reason for having the President appoint the committee members is that this gives the committee a more prominent position of authority and prestige which is ultimately felt by the committee members. It enhances their position with the college and provides motivation which fosters a cooperative environment.

Far too often the colleges view the advisory committee only in the role of curriculum development when in reality their function is as unlimited as their creative minds. For example, the committee, since it represents many publics, is an excellent avenue for spreading information about the program; their position with the law enforcement profession encourages employment of graduates; they can plan seminars, workshops, institutes; etc.

Proper utilization of an advisory committee will reek great benefits, but proper selection, direction, and control must be exercised if the committee is to achieve its greatest potential.

## THE LAW ENFORCEMENT COMMUNITY AND THE ACADEMIC COMMUNITY

Remarks by William Barnes, Chief  
West Palm Beach Police Department  
West Palm Beach, Florida

I do not feel that I have any type of magical approach to this question. I believe that it is simply a matter of a college and the police community gaining mutual respect and understanding for each other and what each is trying to accomplish.

The college, of course, will be interested in assuring the police administrators in the surrounding communities that they are there to aid them in the task of upgrading their departments by offering educational opportunities to their currently employed personnel as well as to the future employees of the departments. The police community needs to be assured that the college is not building a monster that will engulf them in a short while, and that they are not interested in surreptitiously undermining the established authority in the various departments. An example of what I mean is an incident that took place in my own area. At the time I was trying to institute a program at Palm Beach Junior College an instructor from another area came into a small community near us and made a survey of the police department on several weekends. He did not interview the police administrator or his top aides, just several disgruntled men with an axe to grind. His recommendations had the effect of creating a great deal of trouble in this community. This was done by a man that had neither the professional or educational background to do so but his credentials were those of an expert. The old line police administrators almost scuttled our program as a result of

this. So one important task is the one of creating and maintaining an atmosphere of mutual trust and respect.

In order to accomplish this it is important that the college choose well the person or persons that will staff their program. They should strive to select a person who not only has the educational background and credentials to perform well, but has the ability to sell himself as well as the program to the police administrators in the area. I do not feel that it is vitally important that this man have a vast amount of experience in the field, but I do believe that it is necessary that he have a firm foundation in the day-to-day problems that face the police administrators of today. His job will be infinitely easier if he can establish a good relationship and rapport with practicing law enforcement and maintain it. Too many times this initial burst of energy plays out and we find the college and the police community still aware of the others' existence but not of each others' needs and problems. There should be a constant exchanging of ideas and effort on the part of both the police administrators and the college staff if the program is to serve a useful purpose. I do not mean to imply that the police community should dictate to the college but they each need each other.

In every area I have found that there are one or more police administrators that are the spokesmen for, and the so called leaders of, the law enforcement body of that area. These individuals should be discovered and made a part of the college's approach to the police community. With the aid of these natural leaders, the cooperation of the other police administrators will be made easier. We found that in our area some of the old line police chiefs were skeptical of the value of college training for their men, as well as suspicious of the motives of the officers desiring to further their

education. When the leading police administrators are a part of the college program it is difficult for these men to object as strenuously .

The college can use the abilities of the police leaders in the form of an advisory committee or some other type of body that will bring law enforcement leadership into close association with the college. The college can, and should, bring a member of the governing body of a community into the advisory board as well. These individuals control the purse strings and should be aware of the problems and offerings of the college program. These persons become strong supporters of the program and this is needed in the initial stages of development.

The director or coordinator of the program should make himself available for membership in the police executives' organizations, or police chiefs' associations of the area and show, by his active participation, that he is here to fill a need in the career field. He should be in a position to offer the services and facilities of the college when needed: the facilities as a meeting place for an executive development conference and his personnel as speakers in the police or allied fields to get the police administrators thinking along the lines of the college as an instrument or tool to increase police efficiency and prestige in the community.

One of the ultimate goals of the college police program is to turn out an employable product that will upgrade the status and abilities of law enforcement in the community. To do this the local police chiefs must be a part of the total program, and must cooperate by employing the graduates of the program. The police chiefs must not only make their departments available as a hiring house for graduates, but they must encourage their personnel to take advantage of offerings from the college. They must show, by altering

shifts or assignments, by recognizing academic achievements, that they are willing to cooperate with the college program. Also, the college must be willing to reciprocate by going against established procedure or tradition to make their programs available to active police personnel. By this I mean that there will be times when it might be desirable to have a college class held off campus to meet a particular need, and to enable active police officers to participate in college courses. We have found that if we can get our officers to enroll in one college course, they quickly become interested and begin working toward associates' degree. By the college helping to make this initial contact as painless and as profitable as possible, we find that our officers quickly fall into line and become good students.

In conclusion I can only say that the college has a desirable and urgently needed product to sell. Law enforcement is in critical need of your services. I can't imagine circumstances wherein you would not be able to do this other than the personal obstinacy of an individual. It is my belief that the answer to this is respect and understanding for each other and what each is trying to do.



## THE LAW ENFORCEMENT COMMUNITY AND THE ACADEMIC COMMUNITY

by  
W. Bryce Hill, Coordinator  
Department of Police Administration  
Armstrong State College  
Savannah, Georgia 31406

The problems facing us are critical, especially relating the academic community to the law enforcement community. There must be mutual trust and agreement, as the law enforcement community is dubious of the academic strangers who suddenly appear.

Three main areas are to be discussed:

1. Mr. Vern Folley - Emphasis on College viewpoint of Advisory Councils.
2. Chief William Barnes - Emphasis on Chiefs' view, the college approach to gain cooperation.
3. Mr. George O'Connor - Emphasis on the professional organizations' point of view. The relationship of education to advancement.
  - a. lateral movement
  - b. promotion
  - c. recruitment.

If most colleges will initiate a program, generally the Chief will cooperate. There is usually rapport with the students when the instructor has had prior police experience. Again there is the matter of gaining mutual respect. The police community must feel that the educational programs are sound and will ultimately benefit the whole area.

The college must be careful in the selection of the Chairman of the Department and the staff. Constant interplay must take place between the

college and police. It is not necessary to have a firm police background, but it can be useful. Many old time Chiefs were skeptical of police education. The colleges can learn who the police leaders are and utilize their talents on advisory councils.

Each college has the responsibility of producing an employable product. In return, the police must make concessions also in hiring graduates and assigning shift assignments suitable to those police officers attending classes. The college in turn may find it necessary to have courses off campus, in other words, where the students are. Colleges have desirable products and should make every effort to produce the best.

This is a very complex subject. So far we have been able somewhat to demonstrate performance on street; the extent and intelligence performance of the police has many variables. Presently, more men are being placed in critical positions that require higher education. More and more people will be entering the Law Enforcement field with higher degrees of education. A critical question must be asked, what will happen to these people?

A beginning will be to raise the standards of entrance. The Crime Commission Report leads us to believe that our present procedures are not effective. There are few who will truthfully say we are a profession. Public Safety is not an area that is in a controlling position. Other academic disciplines have accomplished this. A number of police agencies have developed incentive programs designed to encourage policemen to attend college. These are only temporary remedies, as they provide relief from immediate problems. This is a means of providing education to men who did not bring the education with them. Law Enforcement must call for

a bachelor's degree for entrance; those who are already in the field must be accepted.

Education should generate change. There is a feeling that since the days of Peel, there has not been a great deal of change. Education is a means to change. Sergeants have been the millstone around our necks. Has anyone given much thought to the quasi-military lines of organization we now work under? Do the men really understand why they are on the street? There is a dedication among many policemen, even with the educational environment. The attitude of Law Enforcement toward education has made advances. Chiefs are presently knocking at the doors of the college. Therefore, the college must break any barriers that exist and reach police leadership and gain acceptability. This means that the college must be prepared to provide special services, training and educational needs of the police.

A number of police educators have worked with advisory committees, both on community college level and four-year college level. Many questions arise from their use. To be effective, the committee should be properly selected. It can serve as a public relations tool and can be especially effective in communicating between the academicians and police. When the committee has been selected, it can provide a great deal of technical knowledge and assist in the planning of the program.

A rotating committee is the most advisable. Careful planning should take place prior to any meeting of the committee. Make sure strong local organizations are not overlooked, as they can become enemies. A survey of the community should take place prior to the selection of the committee. Each community has certain leaders who can be helpful. These leaders should

be sought out and identified, making certain none are left out. Once identified, their assistance should be sought and also whom they think may be helpful. Care should be exercised to make sure none of these people will use the position for political gains.

The committee should not be made up strictly of Chiefs of Police. The group should be diversified and made up of individuals representing all facets of the Law Enforcement community. The size of the committee should be kept at approximately 12. It is expected that the Chairman of the Law Enforcement Department will provide direction since many of the committee members will not be familiar with the academic world, curriculum development, and what it means to have academic acceptance. The Chairman must also educate the committee to the college philosophy and what is expected of participants. It is of vital importance that the college representative understand the police service and its environment. The committee can be helpful in:

1. Public Relations
2. Spread Program
3. Plan Seminars, Cadet Programs
4. Encourage Enrollment

Each community must build a good relationship, respect and healthy knowledge, presenting a positive picture of the police. Often the police have taken the traditional approach to the enforcement of laws. The police have accepted the responsibility of enforcing the law, but the public often takes a different view of this enforcement. It is as important that the public understand this changing phenomenon of law as the police realize this change, especially in view of our moral laws.

The question arises as to what approach we take to enforcement. Has anyone stopped long enough to examine what we are doing? Since the days of Peel, we have taken the traditional approach. Much of the blame for Law

Enforcement stagnation lies at the feet of the practitioner. Police education has a definite responsibility as does Law Enforcement. There must be a molding of the two if society is to benefit. Law Enforcement must attract and keep the individual with higher education. Stricter standards must be established and applied. Career systems in Law Enforcement, sub-professional to professional employment with financial rewards, are essential. These are the objects of police education.

For many years, the police have almost been strangers to the local community. We should strive to put them back in their proper perspective. The police are no different from anyone else. They feel that certain animosity is directed toward them and they withdraw. The police are one of many institutions of government. These other traditional institutions have developed well into our scheme of government. This is what the police want to be like; there is no desire to be different. The police now go to school so they can be acceptable and accepted. Traditionally, professions have demanded that a person attend college to become a professional member. With the Model Police Standards Council Act of 1966 prepared by the Advisory Councils on Police Training and Education and the International Association of Chiefs of Police, Law Enforcement seeks and demands that a person receive his education prior to entering the police field. It is the feeling that an individual should have a broad and varying educational background that enters into many academic disciplines and more contact with other professions. By doing this, the individual will have a number of concepts and experiences that will motivate him toward professionalism.

When a person completes his college requirements and seeks employment with a Police Department, he should be circulated throughout the whole

department. This will enrich his experience and give him a better overall knowledge of police operations. There is no question that in the future a degree will be required for entrance into the police field. Each university and college must set the highest standards and these must be upheld. When these standards are weakened, there stands to be less respect for the police community.

# THE ROLE AND OBLIGATIONS OF A POLICE SCIENCE DEGREE PROGRAM

Notes on remarks by James D. Stinchcomb  
Public Affairs Specialist  
American Association of Junior Colleges  
Washington, D.C.

National statistical picture--the total distribution from 1964 to  
September, 1967:

1964 (Ford Grant) approximately 61 AA programs, with some six or seven outside of California. September, 1967, 137 AA programs of which some 60 are in California. In 1964, eight states had some form of higher education for police. September, 1967, only ten states are lacking. Bachelor's degree programs now number 31 nationally, which represents an increase of 18 since 1964. Again, geographic distribution is perhaps more significant than raw figures. (Memphis State, Indiana State in Pennsylvania, University of Mississippi, RPI in Virginia, as examples.)

Scholarships, loans, federal and state financial aid:

HR 6628 (W. R. Anderson) and Senate 1502 (Ribicoff) Higher Education Act and law enforcement--origin of this act and its potential impact on law enforcement.

Virginia's scholarship law as an example of state aid which pays for an entire college degree for working police officers in Virginia.

Most police departments now pay some part of the cost of higher education, so this is no longer a valuable news item. The need now is for "an incentive pay plan" to encourage and retain police officers who complete educational degrees. (Similar to public school teachers.) The August, 1967, issue of the "Police Chief" will describe such a plan and name some cities which already have such a program.

The transfer question nationally indicates considerable success. Law enforcement is doing better than other technical and semi-professional programs being accepted by four-year degree programs. This does not mean that the process is automatic, but generally our experience is quite good. The keys to this success are early planning, continuing coordination, accurate counseling, and written policies regarding courses and transfer.

The staffing situation--Georgia and Texas in the last few months have proven that good coordinator material can be found but, of course, this is still an economic situation wherein those with the salaries are in a position to compete. Nationally, the police coordinator salaries reflect the great demand, and a community college coordinator salary of \$12,500 is not uncommon. Another personnel crisis is in the total unavailability of good number two and number three men in a program, since there are so many coordinator positions open.

Basic curriculum should not include great variations, and there is a need for national agreement on a core of curriculum. AAJC intends, during this year, to identify and publish such a guide. This will prove helpful in detaching appropriate lower division courses to avoid lap with upper division work. This core should include introductory cores in organization and administration, a survey of investigation and criminalistics, criminal law, and probably some brief consideration of criminal behavior and traffic engineering. Beyond this core, local needs of the field should dictate the direction of the program, but education must remain well in advance of any local training needs, and the education program cannot be used as a substitute for training, nor to overcome deficiencies in existing training efforts. As training increases, it tends to encourage more recognition of the need for education, and the college program should never allow itself to become subordinated to some particular police training operation.

There exists on the campus a tremendous potential for short courses, institutes, and other training devices, including the use of audio-visual techniques. Short courses are good devices for creating interest among police personnel and their local college and, at the same time, meeting specific in-service needs. (Supervision, data processing, community relations, planning,



management, and deviant behavior.) The college, because of facilities, staff, and resources, is in an ideal position to assist police departments in refresher courses, pre-promotional courses, and various other ways virtually yet untried.

The colleges will have considerable interest in law enforcement in the coming years because of a number of current developments:

- HR 6628 (NDEA loans)
- master patrolmen
- evidence technicians
- general national increase in college attendance
- increased concern for the police "image"
- the human relations aspect of police work
- greater national concern for command training
- state minimum standards programs
- the potentially far-reaching results of the National Crime Commission reports.

Nationally, professional educators expressed considerable interest in police college enrollments, and there has been a very demonstrated change in attitude on the part of police chiefs generally. The law enforcement role of leadership, particularly in the community colleges, is quite evident, and a number of professional educators indicated that no other occupational field has generated such academic activity in such a short span of time. The law enforcement program at the college level has a responsibility now for leadership in other public service fields, such as urban planning, traffic engineering and safety, corrections, social welfare, and all phases of the administration of justice.

THE ROLE AND OBLIGATIONS OF A POLICE SCIENCE DEGREE PROGRAM

Notes on remarks by Victor G. Strecher, Director  
Law Enforcement Study Center  
Social Science Institute  
Washington University  
St. Louis, Missouri

1. How does the program fit into the framework of the whole college or university - implications:
  - a. Present university and college organizational structures are remarkably broad, inclusive and flexible. They accommodate instructional programs diverse as BA-BS, MA-MS, Ph.D. and professional degrees ranging from LLB to M.D.; adult education programs; short courses and technical institutes. Additionally they engage in research and advisory activities on a large scale.
  - b. The question of fit seems to me to be a question of installing appropriate law enforcement educational programs in each kind of academic setting. There will always be some strain in faculty reactions to new academic programing; however, a careful assessment of each university and college will provide a preliminary estimate of the level, dimensions and approximate program content which will find eventual accommodation in that institution.
2. What sort of personnel should the school hire to develop and administer this program - implications:
  - a. If the program is to be granted full status within its institution, its faculty and administrative personnel will need to meet the criteria established for all other schools and departments, as well as criteria which may be implicitly demanded by area law enforcement administrators.
3. Should the school set standards for admission that are peculiar to this program - implications:
  - a. The school should, at minimum, be aware of the mental, moral and physical criteria of police personnel selection, and consider it a responsibility to inform all prospective students of these standards, and of the school's intention of basing its placement referrals and recommendations upon these standards. Freshman counselling can accomplish much of this function.

4. Should the program become involved in ongoing training programs in addition to its educational functions -

a. Much can be learned from an examination of the relationship between education and training in the established professions: i.e. law, medicine, engineering, theology. All professions acknowledge the need for continuing development, beyond preservice education and throughout the career span.

b. Education - Broadening the behavioral possibilities.

Training - Narrowing the behavioral pattern.

The need exists for both kinds of development; they are certainly not different qualitative levels of the same process, not consecutively patterned, and not mutually exclusive. Both kinds of preparation have a function at the operational, supervisory, command and executive levels of the police service.

THE ROLE AND OBLIGATIONS OF A POLICE SCIENCE DEGREE  
PROGRAM

Remarks by Robert Borkenstein. Chairman  
Department of Police Administration  
Indiana University  
Bloomington, Indiana

Why law enforcement education and training in the university or college? American higher education departs from its European heritage in that it has taken on definite public service responsibilities. This doubtlessly has differed, especially in public-supported universities and colleges, from the land-grant colleges which were established to better adapt the westward moving population to its new environmental conditions. It is thus not strange that the United States is the only country in the world where law enforcement is found in the university setting on a widespread basis. In other countries the monolithic "police college" is commonplace.

But university setting can mean many things. A program in an engineering-agricultural school or vocational community college will vary greatly from one in a liberal arts college if it truly fits into its setting. A program far-isolated from large cities serving normal teen-age undergraduates will be different from one in the midst of a large urban area where it serves in-service policemen. The poise of the program in its educational organization will greatly influence its character. If in the extension or continuing education division, it will very likely attract in-service students: if in political science or the social sciences, it will more than likely attract a much different kind of student body.

But unless our programs draw on the diverse resources available from other departments and their faculties, there is little reason to be in the higher-educational milieu. Law enforcement and criminal justice have yet to become a typical academic discipline. As long as our faculties are made up of

people from a great variety of backgrounds including law, the social sciences, political science and administration, and many others, we lack the unity necessary to qualify as a defined discipline. Highest priority should be given to producing people with advanced degrees in law enforcement or criminal justice so that our faculties will be made up of our own teachers and scholars. Talk about a law enforcement profession will remain wishful and hollow until a body of conceptual knowledge, properly documented in adequate textbooks is available; until a code of ethics is established; until a professional organization is empowered to enforce this code and accepts the responsibility; and until continual research tests and retests our methods and supplies novel methods to replace the obsolete. A conceptual body of knowledge pre-supposes that the resources of other fields have been searched and exhausted by scholars. This is another reason for being in the university setting. Law enforcement and criminal justice must knit themselves into the academic fabric of the universities or colleges in which they find themselves through every formal and informal means. Thus programs are bound to vary.

Thus with seven educational settings and seven educational goals, 49 types of programs are possible. Some would form highly unlikely combinations that would result in conflicts between program and institution, such as vocational goals in an arts and sciences setting. Nevertheless, this has happened.

Whatever are the educational goals; whatever are the educational settings; no matter whether the programs lead to two-year, four-year, graduate, or for that matter, no degrees at all - all are important to the advancement of law enforcement as a profession.

Summary of Discussion Group #3

THE ROLE AND OBLIGATION OF A POLICE SCIENCE DEGREE PROGRAM

by  
Ray LeGrande, Assistant Professor  
School of Police Administration  
and Public Safety  
College of Social Science  
Michigan State University  
East Lansing, Michigan

I. How should the police science program fit into the framework of the college or university?

It was agreed that it is virtually impossible to generalize concerning the proper academic housing of a police science program within a university or college administrative framework. This inability arises because of the multiplistic goals of the various police science programs, coupled with the various organizational structures and philosophical orientations of the different institutions.

A police science program's goals may be (1) professional, (2) cultural (3) vocational, (4) pedagogical, (5) managerial, (6) scientific, (7) in-service, or (8) a combination thereof.

The institutional setting may be within the (1) applied sciences, (2) extension and continuing education, (3) arts and sciences, (4) natural and biological sciences, (5) social and political sciences, (6) administrative sciences, or (7) an academy situation.

Thus, independent of other variables, it is possible to have more than 49 different program combinations based upon general program goals and institutional settings alone.

Even though the groups were unable to recommend a specific academic and administrative housing within an institution for a police science

program, they were unanimous in indicating an absolute necessity for locating the program at an academic institution. The primary reason for placing a police science program in an academic setting is to permit the drawing upon other academic resources.

The program's staff must be capable of associating with and calling upon other academics, both formally and informally. Through this means the knowledge and technique of other disciplines may be integrated into the police science program, thus developing innovative ideas and new literature for the police field. This cross-pollination with other disciplines, coupled with unique research, will permit the development and improvement of a true police science discipline.

While recognizing that the obligation of a college or university and the police science program therein is to undertake programs which assist individuals and organizations in adjusting to and improvement of their environment, the groups conceded that a police science program cannot be all things to all people." Thus, it was unanimously believed that the orientation of the police science program must be compatible with the general philosophy of the institution in which it is housed. Attempting to establish vocational courses at an esoteric institution or vice versa automatically dooms the program to failure.

1. Does the police science program have a responsibility to make its expertise available to the practitioner for problem solving purposes?  
Should the police science professor serve as a consultant to the police executive?

Generally the police administrator has no time for introspection, experimentation and development of administrative or operational innovations. As a rule, the chief of police occupies his time with fighting

short term "brush fires" and lacks long term goals and plans for meeting the true administrative and operational needs of the police department.

A majority of the discussion group members indicated that if police science really has a unique, verified, discrete body of knowledge it would appear that it should be applicable to police operational problems. Police professors are in a position to provide fresh approaches to long term planning. Faculties have at their disposal tremendous intellectual resources and should apply their expertise to the improvement and professionalization of local police administration through acceptance of the consultant role responsibility.

Others of the group indicated that not only should professors accept the problem-solving consultant role, but should be concerned with providing training for police executives through short-course programs, etc. They visualized short-course programs in budgeting, planning, staffing, and other administrative techniques as a responsibility of the program. These courses should be directly aimed at solving the problems of the police administrator.

III. Should the police science program be promoted among police practitioners?  
If so, how may such promotion be undertaken?

Most discussion group participants felt that the police science program should be promoted among police practitioners for two basic reasons: (1) to encourage the practitioner to enroll in the program and (2) to provide a rapport with the field so that the graduate of the program will more likely be assured of employment and acceptance in the practitioner group.

Following are some of the suggestions offered by the discussion group members for promoting police education to practitioners:



1. Advisory Committees --- The establishment of advisory committees consisting of key police executives in the local area has proved effective in promoting police science programs. This seemed especially true in the case of two year operations.
2. Guest Lecturers --- Use of local police personnel as guest lecturers in courses has aided some programs in establishing greater rapport with the field.
3. Direct Contact --- Many members of the group felt a need for direct contact between the police and the professor. Personal discussions with the chief of police, etc. and occasionally spending time with the patrol officer on his beat was recommended.
4. Civic Groups --- Other members of the group indicated that an effective method of promoting the programs was through speakers and projects of civic clubs and groups. It was indicated that this may be a source for scholarship funds and other support.
5. Publicity --- Use of mass media to distribute information concerning police science programs was recommended. Other techniques such as preparing feature stories on local police officers attending programs was recommended.
6. Short Course Programs --- Short course programs, while primarily vocationally-oriented, tend to establish a degree of rapport between the police officer and the academic program.
7. Coordination with Existing Police Organizations --- The cooperation of existing police associations and organizations was deemed a valuable promotional tool.

IV. Should the police science program establish standards for student admission that are peculiar to the police science program, such as mental, moral, and physical standards?

The experience of the groups tends to reflect that the closer the program is related to the police practitioner, the greater the concern, and in some cases, the demand for admission standards which parallel the stereotype police requirements of height, weight, eyesight, criminal record, etc. In addition, there appears to be a real concern on the part of some police executives with what type of student is taking the courses in police science.

It was generally agreed that it is not the responsibility of the police science programs to screen student applicants to meet police departments' physical or moral requirements. (Two group members dissented from this position.) Such screening would appear to be based on two invalid assumptions, namely, (1) the student plans to become a practitioner (which may be untrue, since some students take the police science program as background for law degrees, etc.) and (2) the field employment standards will remain constant (in view of the President's Crime Commission Report this appears unlikely in all cases.)

However, police science programs should not simply ignore the problem. When a student appears not to meet the normal qualifications of the field, he should be counselled and advised regarding the situation, so that he will be fully informed and make a program decision based on full knowledge.

The awarding of a degree does not imply that the institution issues a blanket recommendation of the graduate. No stamp of approval should be inferred. The police science program however, should make this position clear to the prospective employers.

V. SUMMARY

Throughout the discussions three primary responsibilities emerged:

1. The need for a development of a true police science discipline with its verifiable, unique body of knowledge.
2. The establishment of rapport with the practitioner to draw him into the program, and secondarily to assure a market for the graduates of the program not formerly associated with law enforcement.
3. The application of the police science discipline to the field through problem solving consultant relationships and short course programs.

Most participants viewed the ultimate goal of the police science program to be the improvement of the societal environment and specifically the police environment. From a police science standpoint, the police professor can best meet this goal by performing the functions of teaching, research, writing, and public service.



CONFERENCE PARTICIPANTS

. Thomas Alstrom  
Director  
Police Science and Law Enforcement Program  
College of Guam  
. O. Box E K  
Mariana, Territory of Guam, U.S.A. 96910

Donald J. Apai  
Director of Special Programs  
Fairleigh Dickinson College  
Rutherford, New Jersey 08602

William M. Barnes  
Chief of Police  
West Palm Beach Police Department  
West Palm Beach, Florida

Robert F. Borkenstein  
Chairman  
Department of Police Administration  
Indiana University  
Bloomington, Indiana 47403

Laughn D. Bornet  
Chairman  
Social Science Division  
Southern Oregon College  
Ashland, Oregon 97520

Arthur F. Brandstatter  
Director  
School of Police Administration and Public Safety  
Michigan State University  
East Lansing, Michigan 48823

Paul G. Butterfield  
Associate Director of Adult Education  
Weber State College  
Ogden, Utah 84403

Samuel G. Chapman  
Director  
Law Enforcement Program  
University of Oklahoma  
Norman, Oklahoma 73069

A. H. Chatburn  
Dean of Faculty  
Boise College  
1907 Campus Drive  
Boise, Idaho 83701

Richard B. Compton  
Director  
Law Enforcement Program  
University of Mississippi  
University, Mississippi 38677

Robert J. Connor  
Director  
Law Enforcement Program  
Minot State College  
Minot, North Dakota 58701

Thompson S. Crockett  
Chairman  
Police Administration  
St. Petersburg Junior College  
St. Petersburg, Florida 33710

Arthur J. Crowns, Jr.  
Director  
Law Enforcement Program  
Memphis State University  
Memphis, Tennessee 38111

Joel A. Davy  
Assistant to the President  
Minot State College  
Minot, North Dakota 58701

Eldon Dunn  
Director Law Enforcement Program  
Southern Oregon College  
Ashland, Oregon 97520

Ernest L. Folley  
Chairman  
Police and Public Administration Program  
Harrisburg Area Community College  
988 North Second Street  
Harrisburg, Pennsylvania 17110

Robert Guthrie  
Chairman  
Department of Criminology  
Long Beach State College  
Long Beach, California

William W. Hassler  
Dean  
College of Arts and Sciences  
Indiana University of Pennsylvania  
Indiana, Pennsylvania 15701

Ryce W. Hill  
Chairman  
Police Science Program  
Armstrong State College  
Savannah, Georgia

Richard L. Holcomb  
Director  
Bureau of Police Science  
University of Iowa  
Iowa City, Iowa 52240

Marroll R. Hormachea  
Coordinator  
Department of Sociology  
Richmond Professional Institute  
Richmond, Virginia 23220

Harold L. Hutcheson  
Vice President for Development and Services  
Wisconsin State University  
Platteville, Wisconsin 53818

John L. Joy  
Director  
Continuing Education Program  
College of the Virgin Islands  
P.O. Box 1826  
St. Thomas, Virgin Islands 00801

George L. Kelling  
School of Social Welfare  
University of Wisconsin  
Milwaukee, Wisconsin 53201

Sherman Kent  
Dean  
Evening Division  
Rider College  
P.O. Box 298  
Trenton, New Jersey 08602

Richard H. Kosaki  
Vice President for Community College  
University of Hawaii  
Honolulu, Hawaii 96817

Ray L. Legrande  
Assistant Professor  
School of Police Administration and Public Safety  
Michigan State University  
East Lansing, Michigan 48823

Carl L. Little  
Law Enforcement Program  
Jefferson State Junior College  
2601 Carson Road  
Birmingham, Alabama 35215



Joseph D. Lohman  
Dean  
School of Criminology  
University of California  
Berkeley, California 94720

Larry E. Lunnen  
Director  
Police Science Program  
Weber State College  
Ogden, Utah 84403

Jack A. Mark  
Rutgers University  
New Brunswick, New Jersey

William J. Mathias  
Coordinator  
Police Administration Program  
Georgia State College  
33 Gilmer Road  
Atlanta, Georgia 30303

Harry W. More, Jr.  
Director  
Law Enforcement Program  
Indiana University of Pennsylvania  
Indiana, Pennsylvania 15701

George M. Murphy  
Coordinator  
Police Science Program  
University of Georgia  
Institute of Government  
Athens, Georgia 30601

George W. O'Connor  
Director  
Professional Standards Division  
International Association of Chiefs of Police  
1319 - 18th Street, N.W.  
Washington, D.C. 20036

Denny F. Pace  
Coordinator  
Police Administration Program  
Tarrant County Junior College District  
Fort Worth, Texas 76102

Gail J. Phares  
Dean  
School of Applied Science and Technology  
Metropolitan State College  
Denver, Colorado

Robert W. Posey  
Director  
School of Law Enforcement  
Eastern Kentucky University  
Richmond, Kentucky 40475

James L. Pugh  
Chairman  
Law Enforcement Program  
Jefferson State Junior College  
2601 Carson Road  
Birmingham, Alabama 35215

Carleton H. Reed  
Director  
Law Enforcement Program  
Metropolitan State College  
Denver, Colorado

Reza Rezazadeh  
Chairman  
Political Science Department  
Wisconsin State University  
Platteville, Wisconsin 53818

Donald H. Riddle  
Dean of Faculty  
John Jay College of Criminal Justice  
235 East 20th Street  
New York, New York 10003

George Rosbrook  
Director  
Law Enforcement Program  
Lorain County Community College  
1005 North Abbe Road  
Elyria, Ohio 44035

John D. Rowlett  
Dean  
Eastern Kentucky University  
Richmond, Kentucky 40475

Quentin Schenk  
Dean  
School of Social Welfare  
Albert Hall  
University of Wisconsin  
Milwaukee, Wisconsin 53201

Eugene P. Schwartz  
Coordinator  
Law Enforcement Program  
University of Missouri  
8001 Natural Bridge Road  
St. Louis, Missouri 63121

James D. Stinchcomb  
Public Affairs Specialist  
American Association of Junior Colleges  
1315 - 16th Street, N.W.  
Washington, D.C.

Victor G. Strecher  
Director  
Law Enforcement Study Center  
Social Science Institute  
Washington University  
St. Louis, Missouri

Jimmie C. Styles  
Vice President for Program Development  
Tarrant County Junior College District  
Fort Worth, Texas 76102

Vincent G. Swinney  
Coordinator  
Law Enforcement Program  
Division of Technical and Vocational Education  
University of Nevada  
Reno, Nevada 89506

Louis N. Theodosian  
Lorain County Community College  
1005 North Abbe Road  
Elyria, Ohio 44035

Ralph M. Tipling  
Coordinator  
Law Enforcement Program  
Boise College  
1907 Campus Drive  
Boise, Idaho 83701

Harry J. Wolf  
Director  
Division of Technical and Vocational Education  
University of Nevada  
Reno, Nevada 89506

Donald Z. Woods  
Dean  
General Extension Division  
University of Minnesota  
155 Nicholson Hall  
Minneapolis, Minnesota 55455

## OLEA SPECIAL GRANTS FOR DEVELOPMENT OF POLICE SCIENCE DEGREE PROGRAMS

For further information on these projects, write the Office of Law Enforcement Assistance, U. S. Department of Justice, Washington, D. C., ATTENTION: Program Assistant, Police Science Degree Development.

<u>Grantee or Contractor</u>	<u>Amount</u>	<u>Project</u>
Richmond Professional Institute Richmond, Virginia Grant #077)	\$ 13,638 (1 year)	Grant to develop 4-year police science degree program: design curriculum, secure community and law enforcement agency support.
Univ. of Hawaii Honolulu, Hawaii Grant #078)	\$ 14,679 (1 year)	Same as above--2-year degree.
Boise College Boise, Idaho Grant #083)	\$ 14,758 (1 year)	Same as above--4-year degree.
Univ. of Minnesota Minneapolis, Minn. Grant #084)	\$ 12,922 (1 year)	Same as above--2-year degree.
Univ. of Mississippi Oxford, Mississippi Grant #094)	\$ 15,000 (1 year)	Same as above--4-year degree.
Univ. of Nevada Reno, Nevada Grant #105)	\$ 13,730 (8 mos.)	Same as above--2-year degree.
Univ. of Oklahoma Oklahoma City, Okla. Grant #107)	\$ 12,504 (8 mos.)	Same as above--4-year degree.
Sioux State College Sioux, North Dakota Grant #108)	\$ 13,772 (10 mos.)	Same as above--2-year degree.
Univ. of Illinois, Chicago Circle Chicago, Illinois Grant #111)	\$ 11,405 (8 mos.)	Same as above--4-year degree.
Jefferson State Junior College Birmingham, Alabama Grant #112)	\$ 13,145 (9 mos.)	Same as above--2-year degree.
Southern Oregon College Ashland, Oregon Grant #116)	\$ 14,493 (1 year)	Same as above--4-year degree.

SPECIAL GRANTS--POLICE SCIENCE DEGREE DEVELOPMENT (cont'd)

<u>Grantee or Contractor</u>	<u>Amount</u>	<u>Project</u>
Lorain County Community College Lorain, Ohio (Grant #117)	\$ 13,130 (8 mos.)	Same as foregoing--2-year degree.
Weber State College Ogden, Utah (Grant #118)	\$ 15,000 (1 year)	Same as above--2-year degree.
Rider College Trenton, New Jersey (Grant #120)	\$ 6,369 (5 mos.)	Same as above--2-year degree.
Tarrant County Junior College District Fort Worth, Texas (Grant #121)	\$ 14,444 (8 mos.)	Same as above--2-year degree.
University of Iowa Iowa City, Iowa (Grant #122)	\$ 13,290 (1 year)	Same as above--2-year degree.
University of Missouri St. Louis, Missouri (Grant #166)	\$ 14,852 (1 year)	Same as above--4-year degree.
Metropolitan State College of Denver Denver, Colorado (Grant #181)	\$ 9,923 (5 mos.)	Same as above--2-year & 4-year degree.
College of the Virgin Islands St. Thomas, Virgin Islands (Grant #183)	\$ 12,750 (1 year)	Same as above--2-year degree.
College of Guam Agana, Guam (Grant #189)	\$ 13,950 (1 year)	Same as above--2-year degree.
University of Wisconsin Milwaukee, Wisconsin (Grant #203)	\$ 14,960 (10 mos.)	Same as above--4-year degree.
Wisconsin State Univ. Platteville, Wisconsin (Grant #211)	\$ 14,942 (10 mos.)	Same as above--2-year and 4-year degree.
Loyola University New Orleans, La. (Grant #233)	\$ 14,805	Same as above--2 year degree.



## RECENT LEAA PUBLICATIONS

### General

Third Annual Report to the President and the Congress on Activities under the Law Enforcement Assistance Act of 1965(April 1, 1968).

### Project Reports and Dissemination Documents

Grant #007	From Campus to Corrections: Institutes to Attract College Students to Correctional Services
Grant #013 #140 and #66-3	Crime Laboratories - Three Study Reports
Grant #016, #053 and #087	Statewide Police Command and Supervisory Training--Three Demonstration Projects .New Jersey Mobile Training Units .North Carolina Police Management Institute .Arkansas Regional Courses for Police Supervisors
Grant #017	State Police Systems
Grant #020	The APCO Project--A National Training Manual and Procedural Guide for Police and Public Safety Radio Communications Personnel
Grant #198 (S.022)	Project Sky Knight: A Demonstration in Aerial Surveillance and Crime Control
Grant #085	Harvard Student District Attorney Project
Grant #153	Reports, Records and Communications in the Boston Police Department: A System Improvement Study
Contract #67-22	Police Management Training in Eight Southern States
Grant #178	Model In-Service Training Program for Correctional Personnel: A University of Georgia Project